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ABSTRACT

This administrator guide describes the objectives and organization of prevocational exploration. After presenting a brief history of manpower legislation, the guide discusses the role and objectives of prevocational education and describes trainee characteristics which have implications for the program. Procedures for developing and implementing a program are included. Sample schedules, organization charts, and forms are appended. (BH)

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Prevocational Exploratory Programs in Manpower Development and Training

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OE–87053

Prevocational Exploratory Programs in Manpower Development and Training

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FOREWORD

Programs offered under the Manpower Development and Training Act since its beginning in 1962 have had a substantial impact on poverty and unemployment and have been a unique force in American education. More than 1 million persons have enrolled in training, the large majority being in institutional training programs which are a cooperative effort of Federal, State, and local agencies in the field of labor and education. A number of amendments have been added to the act which strengthen the program and clarify lines of responsibility and authority.

This Guide was designed to establish an understanding and comprehension of effective approaches to job entry preparation for disadvantaged persons in the multioccupation program with its prevocational and job training phases.

Manpower personnel working closely with the disadvantaged groups realize that changes in personal habit, in emotional responses to life situations, and in attitudes toward work are prerequisite to success in securing and holding a job. This tremendous variety of needs has convinced the manpower administrators of the necessity of a flexible program of prevocational services.

Under this act, training programs have already done much to offset skill shortages. It is hoped that this publication will prove to be of great help to administrators by providing assistance and guidance needed for even more effective and efficient management of these programs.

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CHAPTER I
INTRODUCTION

Prevocational Exploratory Programs in Manpower Development and Training describes the objectives and organization of prevocational exploratory programs. Persons interested in establishing, improving, or gaining an understanding of the program will find this guide useful.

Prevocational Exploratory Programs in Manpower Development and Training was prepared under contract with the Division of Manpower Development and Training, U.S. Office of Education. Dr. Gordon G. McMahon, Director, Division of Vocational Technical Education, State University College at Oswego, N.Y., was the Project Director. The publication was organized and written by Genevieve McMahon, Consultant, State University College at Oswego.

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History of Manpower Development and Training

In 1962 the Manpower Development and Training Act established procedures for meeting the manpower needs of the Nation by offering job training to unemployed and underemployed youth and adults. Growing awareness that job training alone was not enough to meet the needs of those who suffer from cultural, economic, emotional, or physical handicaps led to the development of a program of remedial and developmental training. Such a program is provided in Manpower Training Centers, offering both a prevocational exploratory program and job training in specific occupations. Study of existing programs has shown that an optimal prevocational program can be developed under existing legislation.

In the years since its first training program was offered in 1962, Manpower Development and Training has become a unique and potent force in American adult education, instilling salable skills in nearly 1 million persons. Of special interest is the institutional training program, a cooperative effort of Federal, State, and local agencies in the field of labor and education.

Experience with varying types of institutional programs has led many administrators to believe that the most effective approach to job entry preparation for disadvantaged persons lies in the multioccupation program with its prevocational and job training phases.

DEFINITION OF MANPOWER DEVELOPMENT AND TRAINING (MDT)

Manpower development and training is a Federal-State effort to meet the manpower needs of the Nation through the provision of salable skills at the entry level to the unemployed and the underemployed. This training program is one aspect of the national effort to lessen the effects of poverty and to break the poverty cycle which governs the lives of so many Americans.

Since the passage of the act in 1962, changes through amendment and interpretation have altered both the scope and the direction of the act; but its purpose has remained the same, "... a commitment by Congress to bring the Nation's manpower resources and requirements into better balance."[1]

Manpower training concerns itself with present needs and the needs of the foreseeable future. It has never been permitted to settle into inflexible patterns but has been forced by its legislative mandate to offer programs geared to the existing labor market and to the manpower available for training. It is a program that has produced singularly innovative methods to offer hope of a new life to hundreds of thousands of those who consider themselves rejected Americans.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

In a "Statement of Purpose" the authors of the 1962 Manpower Development and Training Act recognized the existence of widespread unemployment coupled with shortages of labor in many skilled trades and expressed concern for workers threatened by automation or relocation of industries. The statement acknowledged Federal respon-

sibility to prevent the spread of unemployment and authorized that people be "sought out and trained" for new or better jobs.[2]

By the provisions of title II of the act, the group to be trained was to be drawn from the pool of unemployed heads of households who were 22 years of age or older, with at least 3 years' work experience, and from youths 19 to 21 years of age, provided the heads of their households were unemployed. Youths aged 16 through 18 might be admitted to the program but without the support of the training allowance authorized for other groups. This was a relatively small group which would, presumably, be composed of the people about whom Congress was concerned.

The Federal Government was instructed to determine industry's needs for workers, arrange for training, select trainees, and provide counseling, placement, and followup studies.

An important provision authorized the payment of training allowances for a maximum of 52 weeks, with transportation expenses and subsistence allowances paid where necessary. After June 1964, States were to share the expenses of training allowances on a 50 percent basis.[3]

The act included authorization for other activities which have developed as important parts of the manpower program. However, only the provisions of title II are of direct concern to what has become known as the institutional training program.

Amendments to the Act

In 1963, 1965 and 1966 the act was amended, broadening the trainee base, liberalizing training allowances, and increasing the scope of the program.

The original act had clearly applied to the recently unemployed or to those whose jobs were threatened by a changing technology. From the experiences of the first year, it became apparent to manpower program administrators that the number of newly unemployed workers who required retraining was relatively small. Economic conditions were improving and many of these workers had been reabsorbed into jobs similar to their previous ones. Many of those whose positions seemed threatened by technological change really had sufficient work experience to make their transistion relatively easy. The Secretary of Health, Education, and Welfare stated: "As the general unemployment rate decreased . . . the number of experienced workers seeking new jobs through retraining began to decline."[4]

To broaden the trainee base, Congress, in 1963, lowered the age limit for the payment of allowances to 17 and authorized youth training allowances regardless of the employment status of the head of the household. To bring in more unemployed youths, a maximum of 25 percent of total allowances paid might now go to those under age 22; and part-time employment up to 20 hours per week without loss of training allowance was made permissible for any trainee.

The scope of the program was greatly increased by the addition of provision for basic education when deemed necessary. Evidence convinced Congress that many of the men and women who needed skill training were equally in need of basic education and were, in fact, unable to profit by occupational training unaccompanied by instruction in reading, mathematics, and communication skills. To make it financially feasible for trainees to attend such classes, payment of an additional 20 weeks of training allowance was authorized, for a total of 72 weeks.[5]

Again in 1965 the manpower act was amended. To encourage the participation of a greater range of trainees, the act now enumerated certain groups whose needs should be considered, including "... the long-term unemployed, disadvantaged youth, displaced older workers, the handicapped, and members of minority groups."[6] To further broaden the trainee base, allowances were authorized for single persons not living in a family unit. Further, more than one unemployed member of a household might receive an allowance, provided the head of the household was unemployed. Dependents' allowances were liberalized and daily commuting expenses allowed.

The training period was again lengthened by the addition of an extra 32 weeks of allowance where required to hold trainees who needed more time to reach job-entry level, bringing the total period to 104 weeks.[7] Recognizing the need for almost complete Federal funding, Congress limited State contributions to 10 percent of total cost, with the 10 percent to be provided " . . . in cash or kind."[8]

In his report to Congress for 1965, the Secretary of Labor stated:

> Originally promulgated to focus primarily on the training and retraining needs of the adult labor force in an economic climate of high levels of unemployment, the act is now far better equipped to render employable the still sizable number of the hard-core unemployed—the many disadvantaged groups who are still not sharing in an economy now approaching full employment.[9]

The amendments of 1966 seemed minor but actually were important alterations. Only 1 year of work experience was now required for adult trainees, and youth might be admitted if they had not been out of school 1 year, or if it was the judgment of authority that further school attendance was not practicable.

The scope of the program was broadened by authorization to admit people to preemployment training in basic education and job orientation without subsequent institutional skill training. People over age 45 might be given special programs of testing and counseling before admission to occupational training or basic education.[10]

No further liberalization of the 104-week training allowance was made, but permission was given to spend up to $100 per trainee for "physical examination, treatment of minor medical problems, or purchase of prostheses," when such services are not available elsewhere.[11] Unfortunately, although Congress has recognized the need for medical help, appropriations to cover the cost have not been made.

Changes of direction of the entire manpower program occurred in 1967, by executive regulation rather than by amendment:

> Training goals for fiscal year 1967 . . . issued by the Secretary of Labor in consultation with the Secretary of Health, Education, and Welfare, anticipated that 65 percent of the training effort was to be directed toward helping disadvantaged people unable to compete for jobs, of which 25 percent was to be focused on disadvantaged youth. The remaining 35 percent of the training effort was to provide training in skill shortage occupations for both youth and adults.[12]

It should, perhaps, be reemphasized that activities authorized by other sections of the manpower act have had indirect bearing upon the size and the direction of the institutional program; however, only those provisions of the manpower act most directly affecting the prevocational exploratory program are discussed here.

Responsibility for Implementing the Act

Congress vested dual responsibility for implementation of the provisions of title II in the Secretary of Labor and the Secretary of Health, Education, and Welfare. The Secretary of Labor was instructed to determine the skills needed, develop policy, encourage development of training programs, and see that the desired skills were transmitted to the country's workers.[13] To accomplish these tasks he was empowered to make an agreement with a suitable agency of each State to select trainees from specific groups, assign the trainees to suitable occupational training, and determine eligibility for training allowances and make such payments.[14]

The Secretary of Health, Education, and Welfare, on the other hand, was instructed to make arrangements with State agencies to provide institutional skill training for the occupations specified by the Labor Department and to supervise the training program for the benefit of both the trainee and the Federal Government.[15]

In practice, a Manpower Administrator within the Labor Department represents the Secretary of Labor. The *U. S. Training and Employment Service of the Manpower Administration* hereafter referred to as Employment Service administers the Labor Department's responsibilities through national, regional, State, and local offices.[16]

The responsibilities of the Secretary of Health, Education, and Welfare (HEW) are delegated to the U.S. Office of Education, which, in turn, makes arrangements with State educational agencies for the provision of training programs. A typical arrangement finds a special manpower office within the vocational education division of a State education department.[17]

Both the Secretary of Labor and the Secretary of HEW have authority to "prescribe such rules and regulations as each may deem necessary and appropriate" to administer that part of the act for which the Secretary is responsible.[18] Since interpretation forms an important part of the effectiveness of any law, the Secretaries, through their respective agencies, determine the emphasis and the direction of the manpower training program within the limits prescribed by the manpower act.

Changing Emphases In Manpower Development and Training

As it was initially conceived and put into operation, manpower training was a relatively simple solution to an immediate and presumably correctable problem. As it has developed, neither the problem nor the solution has been simple. The first tentative steps revealed the complexity of the situation and suggested that a much larger problem existed, involving more and different types of people than had been originally recognized.

Since the stated purpose of the manpower act originally was to retrain displaced workers, upgrade the skills of those working below their potential, and prepare a small number of untrained youth for employment, the first programs were designed to meet those specific needs. But it was discovered that automation and technological change do not necessarily mean permanent displacement for the worker who already possesses a reserve of basic skills. This realization brought changes in the nature of program offerings to serve a much larger segment of the population —those who have never possessed salable skills or who have been unemployed so long that any skill they may have possessed has become useless. These are the hard-core unemployed; and, in company with yearly additions of untrained youth, they constitute a substantial pool of the unemployed.

One of the greatest strengths of manpower training has been in its willingness and ability to change and adapt its programs to meet demonstrated needs.

EARLY TRAINING PROGRAMS

The first training programs established under the Manpower Development and Training Act of 1962 were single-approach projects and served single localities. They offered training in specific occupations in which the Federal employment service had discovered shortages of trained workers. The Secretary of Labor reported that training in 500 occupations was offered in 1963. These early programs were limited by law to a maximum of 52 weeks, with the majority scheduled for only 26 weeks.[19] In that year, the first full year of operation under the act, 40,684 people were enrolled for training in these programs.[20] Representative of the areas in which training was offered were auto mechanics, auto body work, welding, agriculture, practical nurse training, machine shop, clerical, and service occupations.[21]

The single-program approach provided training and assured employment to many individuals, and such programs have continued to operate successfully in many communities. However, each program was offered as a distinct project, with specific dates for entry and termination. It soon became apparent that a broader and more open-ended approach was needed to permit people to enter and leave training as their needs required. A greater range of program offerings seemed advisable, along with more attention to individual problems.

MULTIOCCUPATION PROGRAMS

During 1963, 28 multioccupation projects were begun, increasing the scope of the single-occupation projects by offering training in a number of occupations and serving larger numbers of people from a much wider geographical area. The number of "multi's" quickly increased to 200 by the end of 1964.[22]

The development of the multioccupation program was a response to experience with weaknesses in the single-occupation programs and to demonstrate educational needs of the unemployed. It had become apparent that functional illiteracy was combined with an inadequate grasp of mathematics and a lack of communication skills training.

The 1963 amendments had specified that basic education was to be available to all who needed it. By the addition of 20 weeks to the 52 weeks of authorized training allowance, increase of allowance where needed, as well as permission to work 20 hours without loss of allowance, many who had previously been unable to enter the program were encouraged to do so.

By organizing a cluster of program offerings under one administration, along with a basic education unit, it was possible to accept trainees for remedial education and personal counseling previous to, or concurrent with, skill training. By the end of 1964 the 200 multiprojects had enrolled 47 percent of all MDT trainees.[23]

MANPOWER TRAINING CENTERS

In 1965 the 47 percent of trainees enrolled in "multi's" during 1964 dropped sharply to 27 percent. Greater use was being made of a combination of prevocational and basic education in connection with single-occupation projects. The establishment in 1965 of a large number of Youth Opportunity Centers, many of which offered excellent counseling, testing, and other services, affected the funding of multioccupation programs. There was, too, a belief that MDTA funds used for single-occupation projects produced results more quickly and more economically.[24] At the same time, however, the "multi" concept was being refined and expanded in some of the Nation's larger cities in the form of Manpower Training Centers. The manpower center provides counseling, work orientation, basic and remedial education, health and social services, and institutional skill training in a variety of occupations.

The availablility of personnel to provide counseling, basic education, and skill training, as well as the availability of facilities large enough to house such programs, has encouraged the development of manpower centers in urban areas. A center may serve only one city or it may be a central facility drawing trainees from a wide area. The 1965 amendments authorizing the payment of commuting expenses for trainees outside the immediate area of an MDTA program and a subsistence allowance where commuting was impractical made centralization feasible. The extension of financial allowances to 104 weeks' duration encouraged the development of a total program designed to meet the wide range of needs of the disadvantaged.

CHANGES IN QUALIFICATIONS OF TRAINEES

In his 1966 report to Congress, the Secretary of of Labor referred to the developments of 1965 as a "person-oriented" approach to training, as opposed to the "job-oriented approach of the standard MDTA training programs."[25] For better qualified early trainees, the job-oriented approach was adequate. As the recruitment program reached deeper into the pool of the disadvantaged, however, the necessity for expanded services became apparent.

TRAINEES IN EARLY PROGRAMS

The early training program had served precisely the group described in the original manpower act—unemployed experienced workers, underemployed experienced workers, and youth who needed skills to qualify for experience. Experience was the key word; and it soon became clear that even outmoded skills were valuable and adaptable to different but related employment areas.

In the initial programs of 1962 and 1963, 72 percent of the trainees had been in the labor force more than 3 years, indicating either possession of a skill or sufficient knowledge of some kind to make them employable. Their typical unemployment pattern of 15 or more weeks duration was an indication of the employment shift with which the Federal Government was concerned.

Fifty percent of the early trainees had been unemployed for more than 15 weeks. Some had been displaced by automation or by relocation or closing of industrial plants. Some had lost their jobs for other reasons. Many were older workers—past age 45—affected in their search for new jobs by the economic and personal prejudices against hiring older people. Forty percent were women who had been out of the labor force because they had no currently marketable skills or who were underemployed.[26]

The Department of Labor concluded at the end of 1963 that some retraining was the need of skilled workers and that the greater burden of the Government was the aiding of the unskilled, since "... current technology is tending to restrict employment in jobs with low skill demands."[27]

The low figure of 5 percent authorized for youth training allowances held manpower training to essentially adult programs in 1962-63. Young people who did enter the program were required to have been out of school 1 year and to be adjudged unable to profit by returning.

Ninety-seven percent of both youth and adult trainees had remained in school long enough to complete the eighth grade and most of them were functionally literate.[28]

TODAY'S TRAINEES

The focus remained for some time on adults with work experience, family responsibilities, and long periods of unemployment. Beginning late in 1964 more youths, more nonwhites, and more trainees with low educational attainment were brought into the program. A 1963 amendment had raised to 25 percent the number of youths who might be paid special youth training allowances. In 1964 more than one-third of the referrals were classified as youth. The prime age group—22 to 44—dropped to 52 percent of the trainees.[29]

The increased emphasis upon youth training mirrored the Government's conviction that the combination of lack of skill and lack of experience was preventing youth from entering the labor force. It was concluded that "recent technological and other changes in the economy have decreased the relative numbers of unskilled jobs which could be entered by young people with little education, training, or experience."[30]

Through 1966 the enrollment pattern continued along the lines started in 1964. Youths in 1966 comprised 37 percent of enrollment in institutional programs and the number of trainees over age 45 also increased, indicating the effects of the program's emphasis on the needs of the disadvantaged and the hard-core unemployed. Educational level dropped to include 17 percent of trainees with 8 or fewer years in school, an increase of 8 percent over the figures for 1962.[31]

A few statistics show clearly the impact of amendments and regulations calling for increased services to the disadvantaged. In 1966 81 percent of new trainees were unemployed, with 40 percent of the total unemployed for more than 15 weeks. Eighty-two percent were eligible for training allowances and the number of nonwhites enrolled had increased to 40 percent as contrasted with 23 percent among 1962 enrollments.[32]

Many of the figures available should be interpreted only within the context of the total manpower act, with all of its amendments, and with consideration of the changing emphases which have developed in the training program. It is clear, however, that the trainee population has moved toward greater representation for youth, for the long-term unemployed, and for the economically and culturally disadvantaged.

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CHAPTER II
STATUS AND THE TRENDS IN PREVOCATIONAL EXPLORATORY PROGRAMS

Just as the Manpower Development and Training Act has been altered by amendment and regulation to conform to the changing patterns of employment, the implementation of the law has been flexible in response to demonstrated need. As the number of trainees increased and the complexity of their problems became apparent, it was no longer possible to meet their needs through the regular manpower programs. Many of the new trainees were not only unemployed but, as a result of educational deficiencies or physical or emotional problems, were unemployable. Skill training was not enough. A new concept of total preparation was needed to bring each individual to a condition of employability, at entry level, in an occupation in which he was capable of functioning.

The multioccupation program has been developed to meet this need. It is a trainee-centered program, designed to eliminate the obstacles which prevent a person from entering an occupation. It offers basic education, guidance and counseling, social services, and choice of vocational training in occupational clusters. In each cluster are employment levels within the reach of all trainees except the most severely handicapped. The multioccupation program is divided into two major phases—the prevocational exploratory program and job training—both of which include basic education.

Definition of the Prevocational Exploratory Program

The prevocational phase is manpower's response to the challenge presented by the trainee whose education and experience is inadequate to prepare him either to make a vocational choice or to profit from job training. The program is flexible in length and in content. It is designed (1) to discover and initiate correction of deficiencies that would prevent successful completion of vocational training; and (2) to provide an opportunity for the trainee to explore one or more occupational clusters in the process of making a specific occupational choice.

Place of the Prevocational Phase In the Total MDT Program

Prevocational aid is necessarily a part of a larger MDT program, usually multioccupational. Its success depends on the availability of personal services of many kinds, a flexible basic education unit, and a variety of ongoing vocational training courses. Every discoverable strength and weakness of the trainee must be assessed for its relationship to his success in achieving employability. Even while this assessment is in process, basic remedial work will be offered concurrently with exploratory job experiences.

A prevocational program requires the involvement of the entire staff of a manpower center—administrative, vocational, basic education, and counseling personnel—as well as the cooperation of the local employment service agency.

Objectives of the Prevocational Exploratory Program

Although the prevocational program is flexible and adaptable to individual needs, it has, in addition to its overall purpose, some very specific objectives: during the early weeks of the program, counselors and instructors try to identify educational deficiencies; discover physical, mental, and emotional problems; and, through intensive counseling, help the trainee move toward a realistic occupational choice.

IDENTIFICATION OF EDUCATIONAL DEFICIENCIES

The effect of educational deficiency upon success in occupational choice will vary, depending on the vocation chosen; but where the deficiency is great enough to constitute functional illiteracy, it acts as a barrier to any job training. School records have relatively little value to the manpower center and are not required for enrollment. The center depends on formal and informal testing to determine reading level, achievement in mathematics, and proficiency in such communication skills as writing, spelling, and speaking.

IDENTIFICATION OF PHYSICAL, MENTAL, AND EMOTIONAL PROBLEMS

Severe educational deficiency is often only one manifestation of cultural deprivation. The disadvantaged person may also have physical, mental, or emotional problems as serious as his educational deficiency. The prevocational program must concern itself with identification of those problems which could interfere with the acquisition of a vocational skill.

Among the many physical problems which must be identified are disease, poor vision, hearing difficulty, problems from poor nutrition, and conditions requiring surgery. What action may be taken for their correction will depend on the services available to

the center, but their definition and their relationship to the trainees' goals must be established.

Similarly, the degree of severity of mental or emotional problems requires early diagnosis. The services of a psychologist on call or the availability of psychiatric services are important; but the discovery of this type of problem is the responsibility of center personnel, followed by referral to appropriate agencies.

IDENTIFICATION OF OCCUPATIONS FOR JOB TRAINING

Many of the regular manpower programs have been and are filled with trainees who have, with a minimum of assistance, made a choice of occupation for themselves. But the seriously disadvantaged, and those who for other reasons may find it difficult to make an occupational choice, need an exploratory period, not only to help them reach a vocational decision but to help them reach a condition of readiness to accept job training.

Organizational Patterns of a Multioccupational Program

The elements of a prevocational program can be offered under more than one organizational pattern. Funding, size of training facilities, availability of instructional and counseling staff, local manpower needs, and the characteristics of trainees may be determinants in the selection of an organizational pattern.

FULL PROGRAM

The full program offers the trainee the greatest opportunity to explore his potential. Usually found in urban manpower centers, this program consists of a prevocational period followed by job training geared to the occupation and the type of person being trained. The program as a whole offers many fields of occupational training and provides both physical facilities for exploration and job training programs into which trainees may be fitted as they reach the point of vocational choice. An adequate number of instructors in basic education and the availability of counseling, medical, and other services are considered essential. The full program offers the most flexibility and the greatest potential for help to the individual.

JOB TRAINING WITH BASIC EDUCATION

Another organizational pattern is job training with basics. Here the occupational choice is made before entering the program and the trainee enters immediately into the basic education classes which seem to be required. If, at the same time, there appear to be physical, mental, emotional, or other personal problems which could interfere with his progress, counseling and auxilliary services are provided concurrently with skill training.

Job training with basics is useful in centers which offer a limited range of training programs and operate on a large-group intake. It is advocated by those who feel that they can offer many of the elements of the broader prevocational program and still hold the choice of job training to a limited range.

CHAPTER III
THE TRAINEE

As amended in 1965, the Manpower Development and Training Act (MDTA) specified that the Federal Government, providing occupational training for the unemployed and the underemployed, should give special consideration to the long-term unemployed, disadvantaged youth, displaced older workers, the handicapped, and members of minority groups. This listing has not, however, been interpreted as setting limits or excluding anyone who does not fall into one of its categories. In practice, manpower training has reached the point of where it tries to find a way to help anyone who qualifies within the categories defined by the Federal Manpower Administration.[1] Where handicaps are judged too severe to permit the applicants to adjust to the training situation, referrals are made to other agencies for remedial services. In some cases these people are subsequently able to undertake occupational training.

Categories of Trainees

Although any one trainee might belong in more than one of the following categories, it is possible to generalize that there are nine major categories of trainees.

1. EDUCATIONALLY DEFICIENT

Individuals who have dropped out of school, who have failed to profit by their school experience, or who have never attended school make up the category of the educationally deficient. If the vocational goal of such individuals can be achieved without need for education beyond their present attainment, the deficiency is statistical but unrelated to job success. If, however, as is so often true, the individual aspires to a position demanding an educational proficiency which he does not possess, his deficiency becomes an obstacle and he becomes eligible for assistance.

The basic education provisions were added to the MDTA to benefit these very individuals, who could otherwise not quality for skill training.

2. PHYSICALLY, MENTALLY, OR EMOTIONALLY HANDICAPPED

While physical, mental, and emotional handicaps are by no means limited to the disadvantaged or the unemployed, it may be assumed that a greater number of such handicaps remain undiscovered and untreated among economically deprived groups.

Applicants for manpower training are found to have physical disabilities including malnutrition, hearing loss, poor vision, dental problems, disease, and even conditions requiring plastic surgery or prostheses. While the MDTA did not originally include provisions for health care, the 1966 amendments authorize expenditures up to $100 per person when funds are available. More important, in practice, is the cooperation of community health agencies.

All of the assistance available, even in the largest and best-equipped communities, is not sufficient to treat all the physical disabilities of trainees, nor is any such attempt made. An attempt is made to provide help where it is judged that the condition, if allowed to continue, would interfere with either the training or the employability of the individual.

In many cases physical handicaps are less serious deterrents to job success than are mental and emotional problems. Training centers enlist the aid of mental hospitals and clinics, although it is generally agreed that the initial screening now eliminates the more severe cases. Feelings of inadequacy, extreme shyness, withdrawal, antisocial attitudes, and many similar problems must be considered in the overall pattern of help offered to each trainee.

3. LONG-TERM UNEMPLOYED

A third category of trainee is the long-term unemployed. Extended unemployment seems to create attitudes which eventually make the person virtually unemployable. Whether the individual has lived for a long period with public assistance, by the charity of relatives, or in a state of "hand to mouth" existence, he frequently has developed a feeling of hopelessness that cannot easily be altered. Many of the long-term unemployed are older people, and efforts to help them must not only rely upon counseling and guidance but must take into account problems of placement before a reasonable training program can be determined.

4. MINORITY GROUPS

All minority groups are served by Manpower training but most of them have been nonwhite—Negroes, Mexican Americans, Puerto Ricans, American Indians, and orientals. Members of any of these groups carry certain disabilities. Unemployment rates are higher than those of white people living in the same areas. Education, even where the same quality is offered to whites and nonwhites, often results in lower attainment for the minority group. School dropout, broken homes, and substandard living conditions have shaped the lives and the attitudes of many of these persons. Their needs are probably greater than those in any other category.

5. POVERTY LEVEL

Net family income figures defining poverty level are set by the Federal Government. These figures must be adjusted periodically to changes in the cost of living. Family income has not been used as a device to exclude individuals from Federal manpower training, but it does serve as a useful guide to the National employment service in recruitment.

6. DISADVANTAGED YOUTH

The importance of training disadvantaged youth has been emphasized since the MDTA was passed. The restrictions as to age, eligibility for allowances, and educational status were relaxed in each of the years in which the act was amended. Reaching young men and women before the effects of unemployment have become permanent impediments to employment is important. Thirty-eight percent of the MDT institutional enrollment for 1969 were youth.[2] This was 14 percent more than in 1962.

Earlier, youth and adult programs were often separate, with youth programs operating during the day and adult programs in the evening. Many of the manpower centers have moved toward combination programs, seeing them as more practical and more realistic in terms of job orientation.

7. PRISON RELEASEE

The prison releasee, even when equipped with a vocational skill learned in a prison shop, faces a difficult period of readjustment to society. The MDT program does not accept responsibility for conducting a rehabilitation program for persons released from prison, but the law now permits bonding of people not otherwise eligible for this service.

Former prison convicts may be referred to manpower training programs for both prevocational and job training, along with other trainees, according to their needs. At the conclusion of the training period, placement in jobs may be facilitated, where necessary, by the provision of a bond.

8. OLDER WORKER

The older worker displaced by automation, by relocation of his employer's place of business, loss of work due to illness, obsolescence of skills or other changes finds himself in an anomalous situation. He may have many years of work experience to his credit, but if he has reached the age of 45 he frequently finds it difficult to obtain new employment. Antidiscrimination laws have brought some relief but such laws can do little if the individual has only outmoded or unwanted skills. Fully occupied homemakers are excluded except where employment has become an economic necessity and previously acquired skills are inapplicable.

Many of the early regular manpower programs prepared older workers for new types of jobs. But the need to help the older worker, particularly those unemployed for long periods, is still great. The amendments of 1966 specified greater effort to help those 45 years of age or older.

9. ARMED SERVICES REJECTEE

A source of concern is the high percentage of rejected draftees, under the Military Selective Service Act, as the result of mental, educational, and physical deficiencies. Volunteers experience a somewhat lower but substantial rate of rejection. Efforts are being made by other agencies to reclaim large numbers of these men; but this group can equally well be served by manpower programs. Since the deficiencies of the armed services' rejectee are frequently educational and physical, the full program of remedial services with skill training is most effective.

Characteristics of Trainees

The categories of trainees suggest the variety of trainee characteristics with which the manpower program must deal. A listing of only those characteristics which have some effect upon training programs could be lengthy. A few of these characteristics are shared by large numbers of trainees and consequently influence determination of program and policy.

IMMATURITY

As recruitment for manpower training has reached deeper into the pool of the disadvantaged—with added emphasis upon youth—immature attitudes toward society, work, and personal responsibility have been increasingly apparent. Immaturity, of course, may be found in trainees of any age. Inability to make an independent decision, insecurity, failure to take personal responsibility for attendance, efforts to avoid or failure to attempt assigned work either in basic education or the vocational areas, and poor grooming are all evidences of immaturity. Whether the source is social or personal is relatively unimportant. The effect upon preparation for job entry is obvious; and the extent of the program's success in helping the trainee progress toward maturity may determine the extent of his success in the labor market.

DEPENDENCY

Dependency is closely allied to immaturity and poses a peculiar problem for the entire staff of an MDT center. The person who, as a result of his life experiences, has been unable to obtain or retain employment may place such a low value on his own

worth that he instinctively turns toward any available outside source of strength. The trainee may see directors, counselors, teachers, even fellow students as sources of the strength he lacks and so may attempt to transfer his own decisionmaking to anyone who will accept the responsibility.

RESENTMENT OF AUTHORITY

One of the unfortunate accompaniments of poverty, magnified by conditions of life in urban slums, is a deep-seated resentment of authority. The resentment may extend to the police, to teachers in the public schools, to employers, to parents, and to anyone in a position to give orders or directions. Should the trainee succeed in reaching job-entry level and leave the center with his resentful attitude unchanged, his chances of retaining employment would be greatly reduced.

HISTORY OF FAILURE

A history of failure is not a condition limited to older trainees. Youths may suffer from the effects of repeated failures in school and in adult society. The trainee may have failed to secure a personally acceptable position in society, to secure or retain employment, to finish grade or high school. He may have failed to develop an image of himself as a worthwhile individual. Whether he blames society or himself for his history of failure, he will bring his attitude with him as he enters the center. It can color his approach to each new experience which is offered to him and act as an impediment to any permanent progress.

NEGATIVITY TOWARD SCHOOL ATMOSPHERE

In 1966, 17 percent of trainees in institutional programs had completed no more than 8 years of school. An additional 36 percent had not graduated from high school.[3] Considering that 42 percent of the total number of trainees reported for 1966 were classified as disadvantaged, "with two or more characteristics deterrent to employability," the number of functional illiterates or borderline cases was large.[4]

Some of the trainees, of course, were forced to leave school by circumstances beyond their control. Others are school dropouts by choice. Many from both groups seem to share a distaste for anything which reminds them of their school experiences. The necessity to adjust manpower training to take this into account has had a strong influence, particularly on basic education.

SUSPICIOUSNESS

Many of the same pressures which result in school dropout, repeated failure, and resentment of authority contribute to a tendency to be suspicious of the motives of anyone who offers help, especially when no conditions are attached to the offer. When the trainee enters a program and is confronted with a relatively large staff of people interested in helping him, his initial reaction may well be one of suspicion. Every part of the assessment period may represent an unwarranted intrusion into his private life. Where such suspicion is excessive, it may constitute an insurmountable barrier to communication. Even when suspiciousness falls within normal range, it is an attitude which must be altered before the trainee can profit fully from the center's efforts to help him.

Implications for the Program

Multioccupation programs are basically person-oriented. With a legal mandate to serve the unemployed, the underemployed, and particularly the disadvantaged, manpower has been compelled, by the nature of the trainee population, to focus upon the individual. Whether entry into a program is continuous or by group, trainees entering at any given time may come from many categories and may share a few or many of the characteristics described. They all, however, have the common element of need. They have not, up to the time of entry, been consistently successful in any worthwhile endeavor. They come to manpower for help. But like people everywhere, they bring with them the memories of bad experiences and personal problems which make it difficult for them to accept help. The implications for the program are serious, and programs throughout the country have been compelled to study them.

FOSTERING THE BELIEF THAT SOMEONE IS CONCERNED

Acceptance of the fact that someone is concerned may be the necessary first step for many trainees. It may be enough to provide the security which will allow them to relax and get on with their training. This belief, however, cannot be fostered by a false or hypocritical attitude on the part of the manpower staff. A genuine concern shared by every member of the staff is necessary. It need not be expressed verbally but it must be demonstrated in everything that is said and done.

PROVISION OF GUIDANCE, NOT LEADERSHIP

Policy and practice must be coordinated to prevent an unhealthy dependence on staff members. Fostering the belief that someone is concerned can inadvertently nurture such dependency unless the trainee can be helped to put his new experiences into proper perspective. He must learn early in his training that he will be helped, but not led. By techniques used in

counseling, evaluation, exploration, even casual conversation with teachers and other staff members, he must learn to evaluate himself and plan for his own future. He may be offered viable alternatives but he must learn to realize that he cannot rely upon leadership to make decisions for him.

Manpower training personnel accept this process of helping the trainee move from a state of dependency to one of independence as a lengthy one. Providing a flexible period for prevocational exploration and development is important to allow orderly progression toward this goal.

AVOIDING A SCHOOL ATMOSPHERE

A typical school atmosphere should be avoided. While some feel that this effect is overemphasized, others believe that the statistics on school dropout and the relatively low level of educational attainment of some trainees who have remained in school longer are indications of some type of adverse reaction to the classroom situation. They feel that the classroom represents failure for many trainees and that it is wise to avoid, so far as possible, the re-creation of a situation associated with failure.

It has, so far, proved impossible to avoid the use of a classroom for basic education. Instead, the center must concern itself with relating basic education to occupational experiences.

Acquiring a salable skill is, or should be, the trainee's reason for entering manpower training. Whether he is an adult who is attempting to reenter the labor force or a youth not yet qualified, he needs to feel from the beginning that his work at the center is realistic. It has been observed that trainees want a job atmosphere and that they frequently become discouraged if they feel that the center is just another school per se.

Since the center is interested in retaining its trainees and bringing them to the point of employability, it is necessary to organize every aspect of the program in such a way that the attaining of this goal will be constantly apparent to them.

NEED TO PROVIDE IMMEDIATE SUCCESSES

Individuals who may have lived most of their lives on a day-to-day basis need to experience success in small portions. They often lack the vision to see very far into the future. A long-term goal requires imagination and commitment frequently not possessed by the disadvantaged.

Even the very practical goal of employability can appear to be a long-term and almost unattainable condition for a trainee who has multiple problems and deficiencies. Obviously, he would be overwhelmed by a preliminary presentation of all the obstacles in his path. Counselors and instructors, therefore, should move step by step with each trainee, counseling with him on the solution of one personal problem at a time and encouraging him to master one simple skill at a time in his exploration of an occupation.

DEVELOPING JOB ATTITUDES

An important part of job training is the development of acceptable personal habits related to securing and holding a job. Regular attendance, punctuality, cleanliness, and suitable clothing are typical of subjects that must be discussed. Some centers prefer to schedule these discussions throughout the training program, emphasizing their importance in individual or group counseling, in classroom or shop instruction. Others prefer an organized course in good personal habits. However the information is transmitted, it should always be related immediately and directly to the total job picture.

INVOLVING OTHER AGENCIES

Every available source of help may be needed in the effort to resolve the trainee's problems. While it might seem possible to gather under one roof all of the desirable services, both financial and practical considerations prevent it. At any given time, the needs of individual trainees might range from legal services to a pair of warm socks. The manpower center has learned to rely upon community agencies, governmental units, and individuals who can and do contribute their help.

References

[1] Current official definitions of the term "Disadvantaged Individual" are available from the Division of Manpower Development and Training in Washington, D.C.

[2] U.S. Department of Health, Education, and Welfare. *Education and Training: Expanding the Choices,* Table C–2, p. 85.

[3] *Ibid.,* Table C–3, p. 86.

[4] *Ibid.,* Table J–3, p. 105.

CHAPTER IV
LAUNCHING PREVOCATIONAL PROGRAMS

The Manpower Development and Training Act clearly defines the responsibilities of the Secretary of the Department of Labor and the Secretary of the Department of Health, Education, and Welfare in planning and implementing training programs for the unemployed. The prevocational phase of skill training is a product of the cooperation of the agencies representing the two Departments.

Recruitment and Referral Procedures

The Department of Labor is represented at the local level by employees of the State Employment Service. The success of any manpower program is heavily dependent on the accuracy of the assessment of need made by the Employment Service and on its recruitment and referral policies.

RESPONSIBILITY OF EMPLOYMENT SERVICE

The Employment Service alone is responsible for surveying employment needs and determining the areas in which skill training may be conducted. Whatever organizational form is involved—from a single regular program to a full program in a center—no programs are conducted except those authorized by the Employment Service.

Recruitment of trainees is its second most important function. The act specifies that people are to be "sought out," indicating that the Employment Service is expected to look beyond those who are registered for unemployment compensation and/or actively seeking work. As the emphasis has moved toward the disadvantaged, the need to seek out has, of course, increased. In some States, mobile units of the Employment Service make regular recruiting calls in rural centers and small towns to explain available training programs and encourage enrollment.

ASSISTANCE FROM OTHER SOURCES, PRIVATE AND PUBLIC

The Employment Service is assisted, on an informal basis, by a number of other agencies, both public and private. Particularly in large urban slum areas many potential trainees have no contact with the Employment Service; nor does the Service have sufficient personnel to find them all. Local Office of Economic Opportunity agencies may send recruits. Organized interest groups, ministers, court officials, welfare workers, private charitable groups, and individuals may encourage people to contact the Employment Service. Trainees and center staff members frequently report possible candidates. (See appendix A.)

The Employment Service screens all candidates by interview, testing, or both, and determines their eligibility on the basis of their apparent potential for training.

Intake Procedures

Intake procedures vary according to the organizational pattern of the center and in keeping with current funding practices. Under the full program, intake may be individual, in small groups, or in large groups.

CONTINUOUS INTAKE

The prevocational exploratory program is prepared to accept trainees by continuous intake. In practice, continuous intake usually occurs once a week. On the basis of the best judgment of the Employment Service, the trainee is referred to the center for exploration in a particular occupational cluster, with the understanding that he may explore more than one cluster if he feels the need.

Continuous intake may involve only one new trainee or a group numbering up to seven or more. The exploratory areas are best adapted to accept trainees in small numbers, since the center wishes to give each trainee the greatest possible amount of individual attention. The sudden influx of 20 or more new people forces an entirely different approach to introductory experiences, both in the shop and in the classroom.

LARGE GROUP INTAKE

Large group intake is common in manpower programs which offer a limited number of specific training courses or in those centers where prevocational aspects are handled concurrently with job training. Large group intake is difficult to handle where operation of the prevocational program is continuous.

Orientation Procedures

Whatever method of intake is used, orientation to the center, and specifically to the prevocational program, is conducted with great care. Plans for the formal orientation period, which may extend from one day to a week, are usually worked out in detail. Consideration is given to making the first experiences of trainees as pleasant as possible while setting the tone of operations at the center. Orientation proce-

dures vary widely in time allotments and in approach, but certain activities are fairly common. (See appendix B.)

INTRODUCTION TO STAFF MEMBERS

The introduction of staff members is an important initial step in establishing the atmosphere of cooperative effort which will surround the trainee as long as he remains at the center. Since the work of the center cannot be stopped, particularly if orientation is done on a weekly basis, instructors will be introduced during a later tour of shops and classrooms. The staff of a center includes administrators, counselors, and basic education and vocational instructors. Where funds permit and personnel are available, a nurse and an attendance worker are included on the staff.

Orientation is usually conducted by a member of the counseling service. The director of the center will be introduced, since a large part of his effectiveness as an administrator depends on his familiarity with trainees and their problems. His welcoming remarks and the extent to which he is able to convey his sincere interest in the trainees' future at the center will help determine his influence upon their progress.

The supervisors of basic and vocational education are introduced; but the trainees will not meet their instructors until they have been assigned to exploratory groups.

The trainee will not, of course, remember the names or the function of many of those whom he sees in these first days; but he should gain an impression that a great many people will be pooling their efforts for his benefit.

DISCUSSION OF TRAINEE OBJECTIVES

Whether the trainee comes into the center with a firm idea of the training area which he wishes to explore or comes uncommitted to any vocation, he has at least one objective in common with all other newcomers: he wants to acquire a salable skill so that once again—or for the first time—he may enter the labor market with hope of retaining a job.

Personal Objectives

The discussion of personal objectives may be led by a member of the counseling staff or someone from administration. A seminar atmosphere is usually most productive, with a leader who understands group psychology. If the new trainees understood their own motives or had a clear picture of their objectives, they would probably not be experiencing this orientation procedure. They must have, in this introductory session, a discussion leader who can help them clarify their reasons for being here and their expectation for the future.

Vocational Objectives

The same discussion of objectives will naturally include vocational goals. Any group, however small, may include some who have decided and some who have only vague notions as to their ultimate occupation. For both groups the staff has a warning which they need to convey without discouraging the trainees who have a goal and without alarming those who do not. A vocational goal without basis in experience can be very unrealistic. It may be far beyond the mental and physical capabilities of the person who cherishes it. Helping the trainee arrive at a realistic choice starts with these early discussions and will continue until the choice is made.

INTRODUCTION TO THE CENTER

The schedule for the first day of orientation should be well-timed, since a great many people are involved. Decisions as to the relative importance of each aspect of orientation will, of course, govern this schedule. Most centers tend to place special emphasis upon the "Introduction to the Center" as the activity which has the most direct bearing upon the trainee's immediate future.

A brief history of both manpower training and the local center will give the trainee a certain perspective. He may have received no previous briefing on the background of this complicated organization beyond being told that he could secure training for a job. Without burdening him with a mass of statistics which he could not understand, the history of manpower training should be presented, with emphasis on the record of the local center. A few figures on past enrollment and graduates' success in finding employment may stimulate interest and offer encouragement.

Training Program

On this same note of encouragement, a staff member who is thoroughly acquainted with every facet of the training program should make a preliminary explanation, answering all questions as they arise. He should stress the flexibility of the program and emphasize the interaction of the three basic components —counseling, basic education, and vocational training. (See appendix C.)

In this presentation, the speaker should introduce the full range of skill training available, stressing the levels within each family of occupations. Trainees should be made aware from the beginning that they may reach job-entry status without attaining the highest skill level in any occupational field.

The introduction to the training program will be confusing to some of the new trainees. Even the names of some of the occupations discussed may be unfamiliar; however, clarification on many points will occur as the orientation proceeds.

Basic Education Program

Most centers have a supervisor of basic education who may be asked to discuss this phase of the program. From what is known of the characteristics of the trainee from among the disadvantaged, it is clear that the requirement of basic education may elicit resistance from the trainee. Minimum standards of literacy and mathematics competence are set for each level of each job family but trainees frequently resist the idea of returning to "school." At no other point is guidance more important than in the individual trainee's decision to accept the need for basic education. Experience has shown that trainees who resist basic education at first usually accept it when they understand its relation to their occupational success.

Since manpower training takes a pragmatic approach to its problems, there follows a need to make basic education palatable. The student who stays away from the center through fear or distaste for the school atmosphere also loses the continuity of his skill training. He must sense a warmth and concern in what is said during orientation if he is to accept the help which basic education can give him.

Function of Employment Service

A representative of the Employment Service can explain the function of the Employment Service as it pertains to training allowances and placement. From a practical standpoint, nothing is more immediately important to the trainee than his training allowance. He needs to know the precise regulations under which he will receive it, how he can be sure it will be continued, and what actions on his part will endanger it.

The orientation director may also wish to introduce the Employment Service representatives in their role as auxiliary counselors, since the trainee will consult with the Employment Service on any matter which affects his eligibility for allowance. While the Employment Service does not interfere with the work of the center's counselors, in many cases its own proper functioning gives relief to the counseling staff and adds important information to their files.

Function of Counselor and Instructor

Counseling is a vital element in the prevocational program. In this first contact, the trainee should be led to realize that he will be working with a different kind of counselor from any he has known before. He should understand that he will not only be consulting regularly with a counselor but that he may seek counseling whenever he feels the need. The center may not, in one day, convince trainees that an open-door policy actually is operative; but the counselor who leads this first discussion can at least suggest some of the areas in which he and his colleagues will offer help.

The function of the vocational instructor should require the least explanation, but the special nature of his work in the prevocational program requires clarification. Trainees may be given a preliminary glimpse of the complex position which the vocational instructor occupies. The instructor must introduce new students to what, for them, is a strange vocation. He must observe reactions and deal with problems of interpersonal relations in his shop. He must judge the performance of each trainee and be prepared to submit reports as the trainee's progress is evaluated.

Emphasizing the exploratory nature of the first weeks in the program must not be allowed to obscure the fact that the trainee is entering a period of training for job entry. He will be learning as he explores, and the vocational instructor will expect him to approach each new experience as a step toward making an occupational choice.

Standards of Behavior

There are many possible approaches to the problem of presenting behavior standards. Some feel that, considering the trainees' backgrounds and experiences, it is best to list specific standards. Others prefer to generalize wherever possible. The decision will probably be made in light of past experience. It may be enough to say that clean clothing suitable for work should be worn; but if experience proves otherwise, it may be necessary to be more specific. For example, certain types of attire could become a safety hazard if a trainee were working with machines. Student handbooks are often prepared to cover important points.

Behavior standards which are frequently mentioned during orientation stress dependability, courtesy, and adherence to a minimal list of rules governing such matters as schedules, coffee breaks, and use of lunchrooms and other facilities.

In fairness to trainees, the unpleasant question of behavior leading to involuntary termination of training must be discussed. Each center has its own standards for termination. These standards should be clearly explained. (See appendix D.)

Plans for First Week's Program

The first week's program is usually full of activities which will eventually clarify some of the many fleeting impressions of the first day. Time allotments for achievement testing in basic education, initial individual counseling sessions, physical examinations where possible, interviews with social workers are all scheduled and announced.

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EXPLORATION

The introductory sessions of the first day are purposely brief; but many aspects of the total program must be discussed and frequent breaks are advisable. The same approach is important in planning for the activities of the entire week. Whether a tour of the center and introduction to the first instructor is done on the first day or left to the second will depend on evaluation of the time needed to cover the activities already described.

Tour of Center

The tour of the center should be complete, to satisfy the curiosity of the new trainees.

The larger centers have separate shop facilities to accommodate prevocational instruction in job training; cosmetology and practical nurse training laboratories; office practice rooms; a model grocery; extensive kitchens; a restaurant or tearoom; a section devoted to basic education; lounge and canteen facilities; and the offices of the administration, counseling staff, and other services.

The tour should not be hurried or regimented. A group of 10 or fewer is suggested. Even though a tentative decision may already have been made regarding training, this tour may open new doors, for some trainees. Vocational instructors will be introduced in each shop or training area and time permitted for the group to observe the type of activity being carried on in each place.

Introduction to Instructors

If the new trainee group is large, it is divided into smaller groups on the basis of exploratory areas. In this way when the trainees reach the vocational area in which they will do their first work they can be introduced to the instructor and given a chance to talk with him for a short time. He will explain that they are to report to him at the beginning of each day. For the remainder of the orientation period they will go from the shop to the various activities listed. At the beginning of the second week, they will follow the schedule set up for their exploratory work, counseling, and basic education.

The instructor, as a vital part of the center team, must be able to enter into the spirit of the center, combining permissiveness with a determination to take the trainees as far as they are able to go. The ability to maintain this fine balance is not necessarily a natural quality of the tradesman, professional nurse, office supervisor, dietitian, or other instructors in the exploratory areas. It is more often the result of careful pre- and inservice education.

Initial Assessment of Individual Needs and Capabilities

Assessment of the trainee's needs and capabilities begins with his first contacts with the Employment Service. Information gathered during the initial interview and the results of the aptitude tests which are usually administered by the Employment Service become part of the trainee's record. During the first week in the prevocational program this initial assessment continues.

PERSONAL ASSESSMENT

The gathering of personal data on each trainee is considered essential if he is to be given maximum assistance during his training. The methods used in making the initial assessment may vary; but the use of interviews and other evaluative instruments seems unavoidable. Even though the prevocational program is planned to be free of unnecessary pressures and is deliberately flexible, some categorizing must be done as the trainees move into their first exploratory experiences. (See appendix E.)

Assessment of Mental Capacity

Interviews with members of the counseling staff may begin on the second day of the orientation period. The experienced counselor can, by simple interview techniques, develop a fairly clear picture of an individual's attitudes, goals, and educational attainment.

The assessment of mental capacity is more difficult. The center may administer an intelligence test. But, since the prevocational period is designed to permit extensive observation of each trainee, and since the standard intelligence tests do not necessarily give accurate results for the disadvantaged or minority group members, there is some question as to the advisability of subjecting the trainee to this experience.

Assessment of Practical Needs

Practical problems such as those involving money, family responsibilities, transportation to the center, and suitable clothing must receive early attention. The trainee who has too many unresolved problems in these areas may drop out of the program because the combination of problems and training seems overwhelming. The center, cannot solve all of the personal problems but, by enlisting the help of every available agency, it can relieve many of the most pressing ones.

In this early period of assessment, the trainee may talk with Employment Service representatives who are permitted by law to make certain adjustments in the payment of allowances; he may be inter-

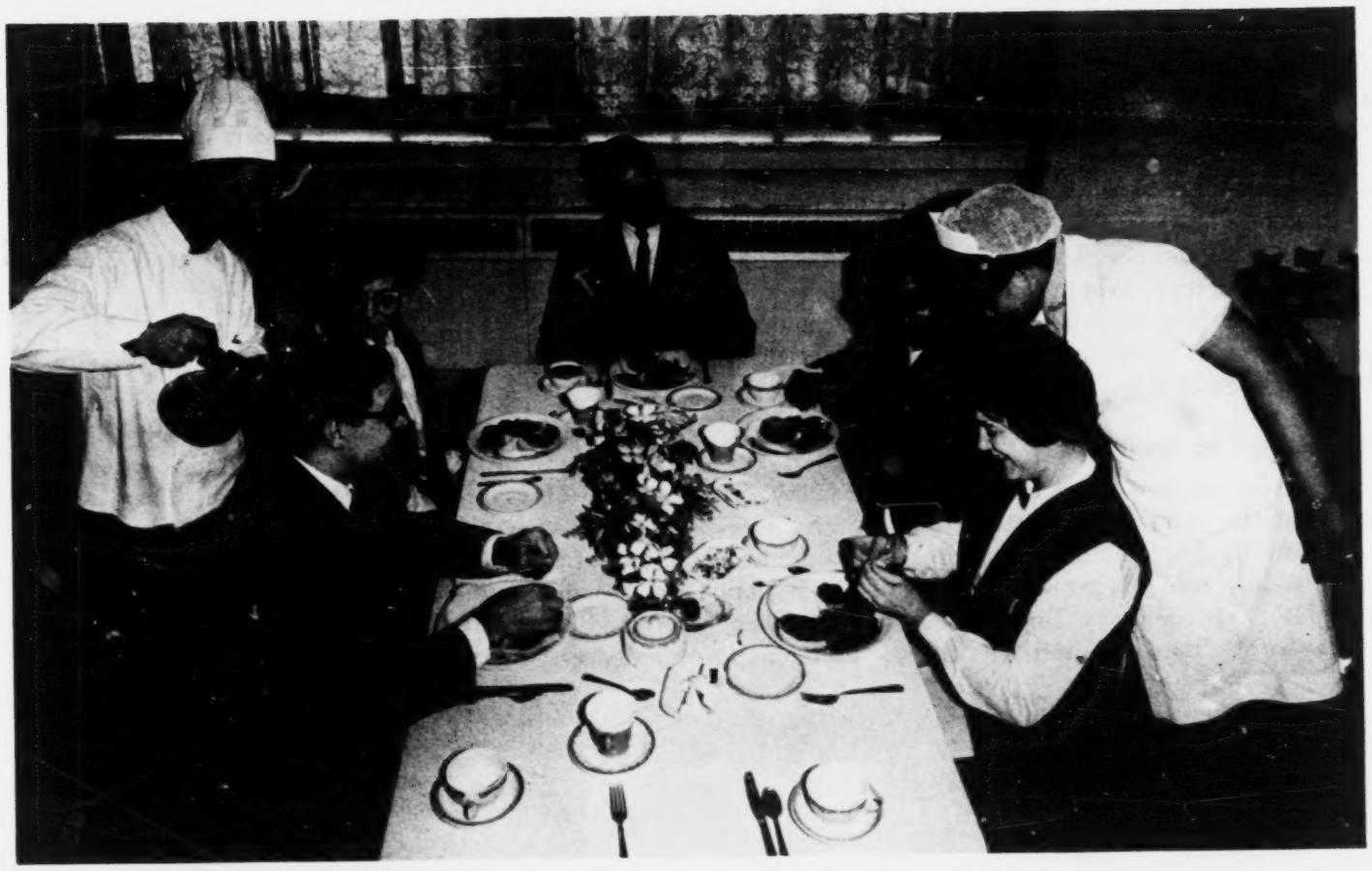

Figure 1. Food Service trainees assist with luncheon for representatives of cooperating agencies.

viewed by welfare agency personnel, if he is not already receiving public assistance or if an increase in aid seems justified; or he may have his case referred by his counselor to charitable agencies which can provide temporary assistance.

The center itself has no public monies to use in the solution of personal financial problems. However, it does have many sources of outside help and the alert director develops strong ties with community groups and individuals who can and will cooperate. (See figure 1.)

Physical Assessment

No provision was written into the MDT act to provide for physical examinations for prospective trainees. Amendments have added the provision for the expenditure of $100 per person where funds are available, but money for this purpose has been very limited. Without professional help the more obvious defects of sight and hearing may be assessed even by the layman; but borderline cases, severe enough to interfere with absorption of training, may go undetected until they begin to have measurable effect on performance.

A new trainee may not be willing to confide information about his physical condition to strangers who are not of the medical profession. Some centers are able to employ a nurse or secure the help of doctors, at least for screening purposes. Also, once the trainee has accepted the center personnel as friends, he may discuss his problems more freely. Many sources of help then become available.

EDUCATIONAL ASSESSMENT

The assessment of educational needs must begin as soon as possible after the trainee reports to the center. The average training program—even where prevocational and job training are sequential—offers little enough time to provide the trainee with just those communication and mathematics skills essential to the job he is seeking. Some trainees come in as functional illiterates. Even if the center allows the trainee to decide whether or not he wishes to take basic education, the need for help is so obvious that almost every recruit now enters the program.

Assessment of Achievement

Unfortunately, the center cannot classify people on the basis of completed years in school, even when an official record exists. Variation in quality of education and in student interest while in school may sometimes equate high school graduation with achievement as low as that of the sixth grade, par-

ticularly in reading. Formal tests of some kind become necessary and one or more mornings of the first week are usually allotted to this testing. There will be unpleasant reminders of previous failures for many trainees, but most centers feel that this early evaluation is necessary. Center staff should be alert to the possibility that some trainees may feel so threatened by the necessity of taking a test that they may fail to return. Where it is possible to detect this danger, it is best to postpone testing and make assignment on an informal basis until the trainee feels secure enough to accept the testing.

Assessment of Aptitudes

The Employment Service was empowered by the 1962 act to determine aptitudes and assign applicants to suitable training programs. Aptitude testing, usually the General Aptitude Test Battery (GATB), was done by Employment Service counselors before they referred recruits to the center. This is still the pattern for most manpower training; but where a full prevocational exploratory program is offered, the Employment Service may agree to omit the testing in cases where the test seems to pose a serious threat to the applicant. Aptitude tests, if used at all, may then be given at the discretion of the center.

INDIVIDUAL COUNSELING

Throughout the orientation period, trainees have talked with one or more counselors, both center employees and Employment Service personnel. They have had contact with the basic education staff, administrative officers, and in some cases agents of community organizations. They will, as long as they remain at the center, have access to most of these officers; but each trainee is assigned to a specific counselor who will become deeply involved in the problems and progress of each of his assignees.

Figure 2. Counselor's file grows after each session with the trainee.

During the first week the counselor will see the new trainees more than once and will begin a file for each one, augmented by information from the Employment Service and from other individuals in the center. (See figure 2.)

Each trainee poses different problems for the counselor. Any suspicions, resentments, and rejection of authority which the trainee may feel will serve as barriers to the rapport which must be developed between counselor and trainee. Breaking down these barriers is the counselor's first concern; his early contacts with the new trainee are vitally important.

Scheduling Into the Initial Exploratory Area

The full prevocational exploratory program has a group of vocational instructors assigned only to the exploratory area. Working with unitized, nonsequential materials, the instructors are prepared to accept new trainees at any time.

A center may follow a revolving plan, allowing exploration of each of the major training areas for a period of 2 weeks. This arrangement can be valuable for individuals who have no vocational goals; however, most new trainees have expressed interest or shown aptitude in one or more areas. They are scheduled first into those classes and rotated into further exploration only if it seems necessary.

A vital element of the successful prevocational program is its flexibility in the allotment of time for exploration. No limit should be set in advance. Instead, each trainee should be permitted the maximum time required for him to derive the greatest possible value from the program.

A sample of one center's first week schedule for new trainees follows and an explanation of items listed appears in appendix F.

First Week Schedule of Prevocational Exploratory Program

Monday

8–12 noon

Group orientation and evaluation

(A) Fill out data sheet
- —Name
- —Address
- —Names of parents, brothers, sisters
- —Job history
- —Other

(B) Orientation to skill center
- —What center can do for you
- —What you can do for the center
- —Question and answer period

(C) Employment Service function (by Employment Service Personnel)
- —Necessary forms
- —Function and services of Employment Service counselors

(D) Skill center guidance and counseling services
- —Function and services of counseling and guidance staff
- —Function and services of psychologist

(E) School policy
- —Attendance
- —Sick leave
- —Emergencies
- —Legal holidays
- —Conduct and attitude
- —Health services
- —Other

12–12:30

Lunch

12:30–2:30 p.m.

Tour of entire school
- —Brief explanation of each occupation area during tour
- —Tour is conducted by Trainee Council and MDT supervisors

Tuesday

8–10 a.m.

Meet with counselors

—Information from Monday's data sheet used as a basis for counseling

—Assignments are discussed (basic education, counseling, exploratory occupational areas)

—Tentative program is scheduled

10–12 Noon

"Hand on" experience in first occupational exploration area

12–12:30 Noon

Lunch

12:30–2:30 p.m.

"Hand on" experience in first occupational exploration area

Wednesday

8–10 a.m.

Basic Education

—Computation skills

—Communication skills

—Counseling and guidance

(attitudes, punctuality, dress, grooming, etc.)

10–12 Noon

"Hand on" experience in second occupational exploration area

12–12:30 p.m.

Lunch

12:30–2:30 p.m.

"Hand on" experience in second occupational exploration area

Thursday and Friday

Same schedule as Wednesday

CHAPTER V
IMPLEMENTATION OF THE PREVOCATIONAL PROGRAM

The prevocational exploratory program must be implemented with close attention to detail while maintaining an atmosphere of flexibility and concern for the individual. No one aspect of the program should be assigned more importance than another. Each contributes to the total and each part must be meticulously planned. There are four major components of the program: the curriculum; personnel services; the team approach to the trainee's problems; and as a culmination, the making of an occupational choice.

Curriculum

While the curriculum may be altered from year to year to meet the employment needs in any geographical area, certain job categories tend to be consistently short of workers. Training for these jobs is almost continuous, in keeping with the manpower philosophy. Curriculum materials in these fields have been refined and adapted to changes in the industry, business, or service, and revisions are made as needed. When new training areas are added to the program, time is allowed for the preparation of curriculum materials which are completely in line with job reality.

The materials used in the prevocational program must orient the trainee to a training area, provide him with some very basic experiences, and at the same time leave him free to continue his exploration, if he wishes, before making an occupational choice.

EXPLORATORY EXPERIENCES

A new trainee may enter at any time and be fitted into the exploratory situation by the use of nonsequential unitized material. The instructor, with the help of more advanced students, can introduce the new trainee to simple tools and techniques, gradually integrating him into the shop or laboratory while observing him to determine the level of any skill he may already possess.

Besides providing flexibility in intake, nonsequential units make it possible for instructors to allow a trainee to begin at his level of competence and to progress on an individual basis. (See appendix G.)

Typical Occupational Clusters

No two centers offer precisely the same courses. Local or area needs determine training. There however are six occupational clusters which cover the courses most frequently offered.[1]

1. Clerical-Related. Instead of offering a job-entry course to prepare trainees for jobs as secretaries, a center may offer clerical-related training. A "job tree" is structured, showing every job level in clerical-related occupations that might be available in the area served by the center. Instead of the limited number of positions usually associated with clerical work—receptionist, typist, stenographer, secretary—the job tree may show many levels. The job tree does not imply that entry level training is available at the center for every listed occupation. Rather, it serves as a guide for counselors and trainees in the search for a realistic occupational choice. It should be noted that the prevocational exploratory period for any occupational cluster includes elements common to and introductory to all of the jobs in the cluster. Thus, movement from prevocational to job training within the cluster is simplified.

The preparation of job trees should be a cooperative staff effort in each center. The job trees shown on the following pages are merely illustrations. The position of any job on these trees does not necessarily suggest the skill level involved. Courses requiring short-term training are not included, although some trainees may terminate at very low skill levels.

2. Health Service Occupations. The tremendous expansion of health-care facilities and public and private health insurance plans has made impossible demands upon the limited number of practical nurses, nurse aides, and technicians of various kinds in the medical and dental fields. While courses in practical nursing and nurse aiding are probably offered most frequently, training for optical, dental, and laboratory technicians, and other related occupations is offered where a need for workers has been established. (See figure 3.)

3. Service Occupations. A third cluster frequently used is a category for any occupation in which the worker offers a service. It may include such diverse jobs as waiter and cosmetologist. In some centers, food service is considered a cluster by itself with such levels as pantry boy, maid, salad maker, waiter and waitress, short-order cook, second cook, and cook.

Obviously this cluster could properly include almost any job involving personal services, such as custodial work, or housekeeping—as in hotels or motels. If the training period exceeds 2 weeks, the

Figure 3. Practical nurse trainees receive floor assignments.

manpower center may offer such courses. However, courses which are too short are difficult to reconcile with the philosophy of the prevocational phase, particularly since many of the people who might seek such training would be in need of many of the supportive services offered by the center. Enrolling them in courses of very short duration would prohibit their participation in the full prevocational program.

4. Mechanics and Repairmen. This cluster may include appliance, automobile, business machine, television, and radio and air-conditioning mechanics or repairmen. Centers which offer training in only one of these areas—as automotive—may have a job tree for automotive jobs ranging from car jockey-washer to automobile mechanic and body repairman, with several levels or possible choices for trainees.

5. Machining Occupations. Training for machine operators, machinists, and tool and die makers is a common cluster, although above the level of machine operator the training is essentially preapprenice. Entry level for toolroom attendent, draftsman, machine set-up operator, and other intermediate steps are possible graduation goals.

6. Sales Occupations. The category of sales occupations includes sales or public contact training for a great many businesses. Trainees choosing to enter this cluster may expect to reach entry level for counter work in small local retail establishments, groceries, or department stores; or they may find it possible to advance far enough to become eligible for industry or business training programs in sales work.

The only limit placed on manpower training is the definition of labor need as determined by the Employment Service. Any center which continues to offer training in areas in which there is only a limited demand for workers will quickly lose the confidence of the community which supplies its trainees. The disadvantaged may seem impractical in approaching their personal problems, but they are pragmatic in their assessment of organizations offering help. If training for job entry is promised, employment must follow.

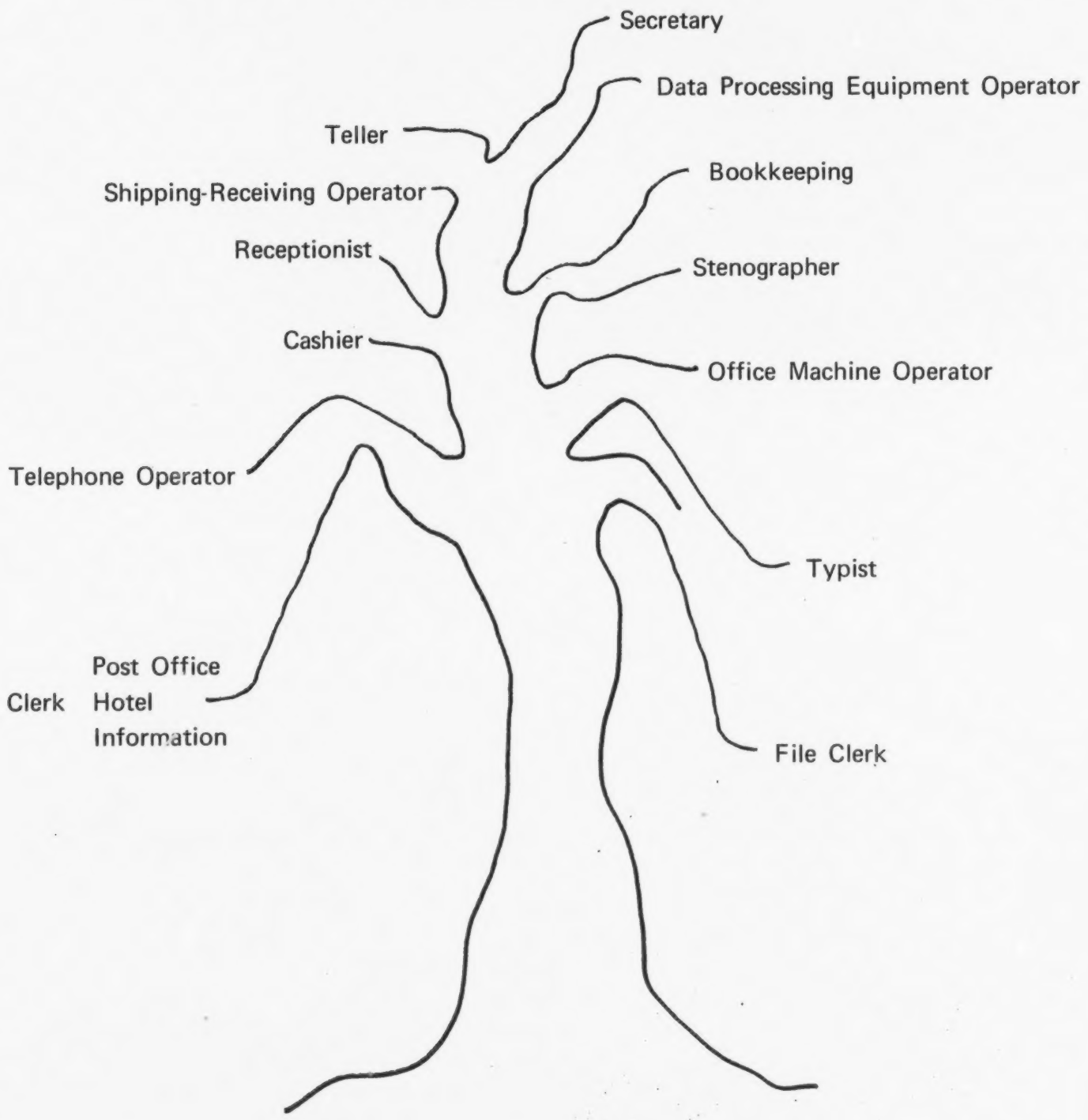

Figure 4. A simplified job tree showing entry level jobs for which training might be available in an MDT center.

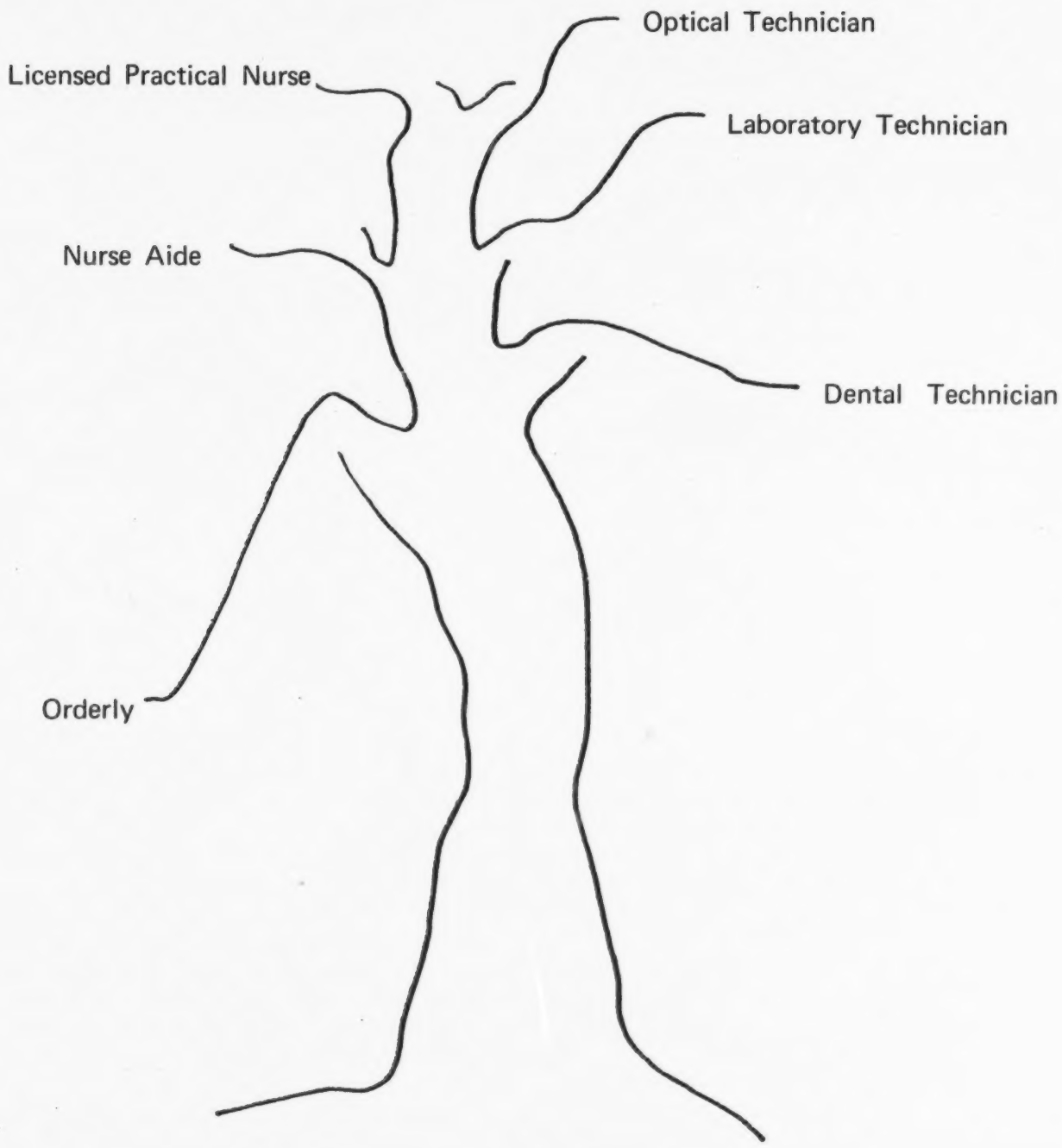

Figure 5. Job tree for Health Service Occupations.

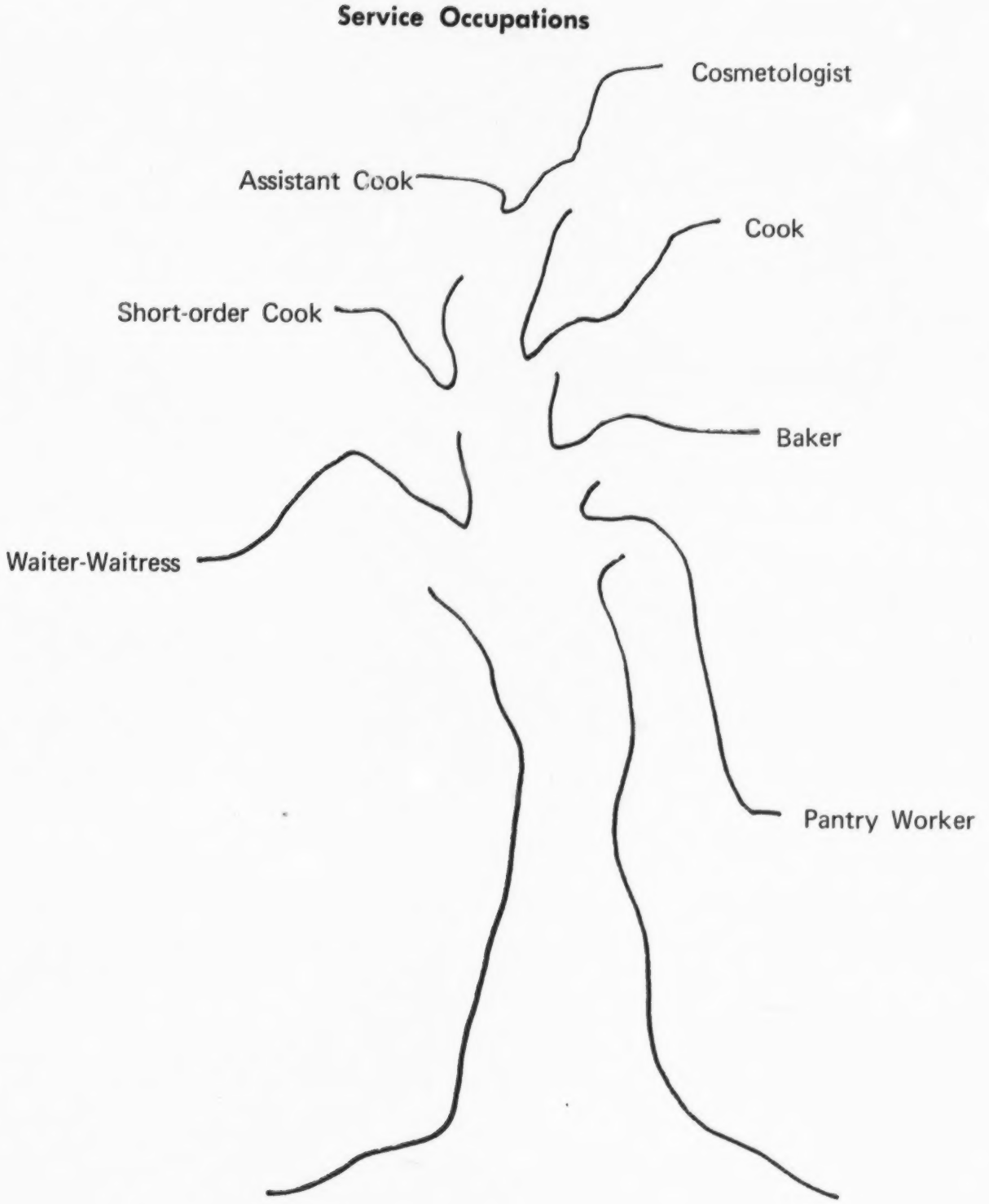

Figure 6. Job tree for Service Occupations.

Mechanics and Repairmen

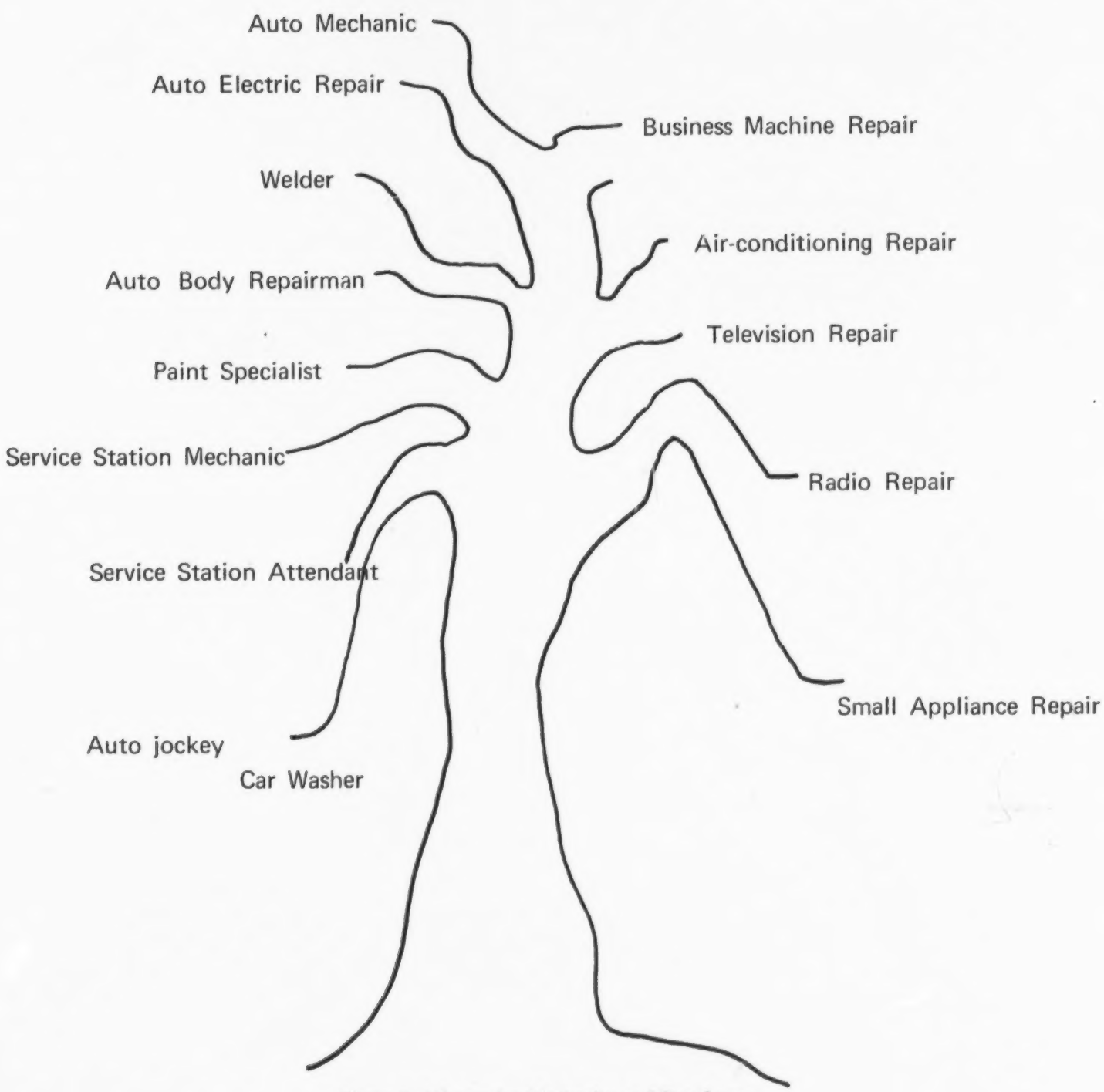

Figure 7. Job tree for Mechanics and Repairmen.

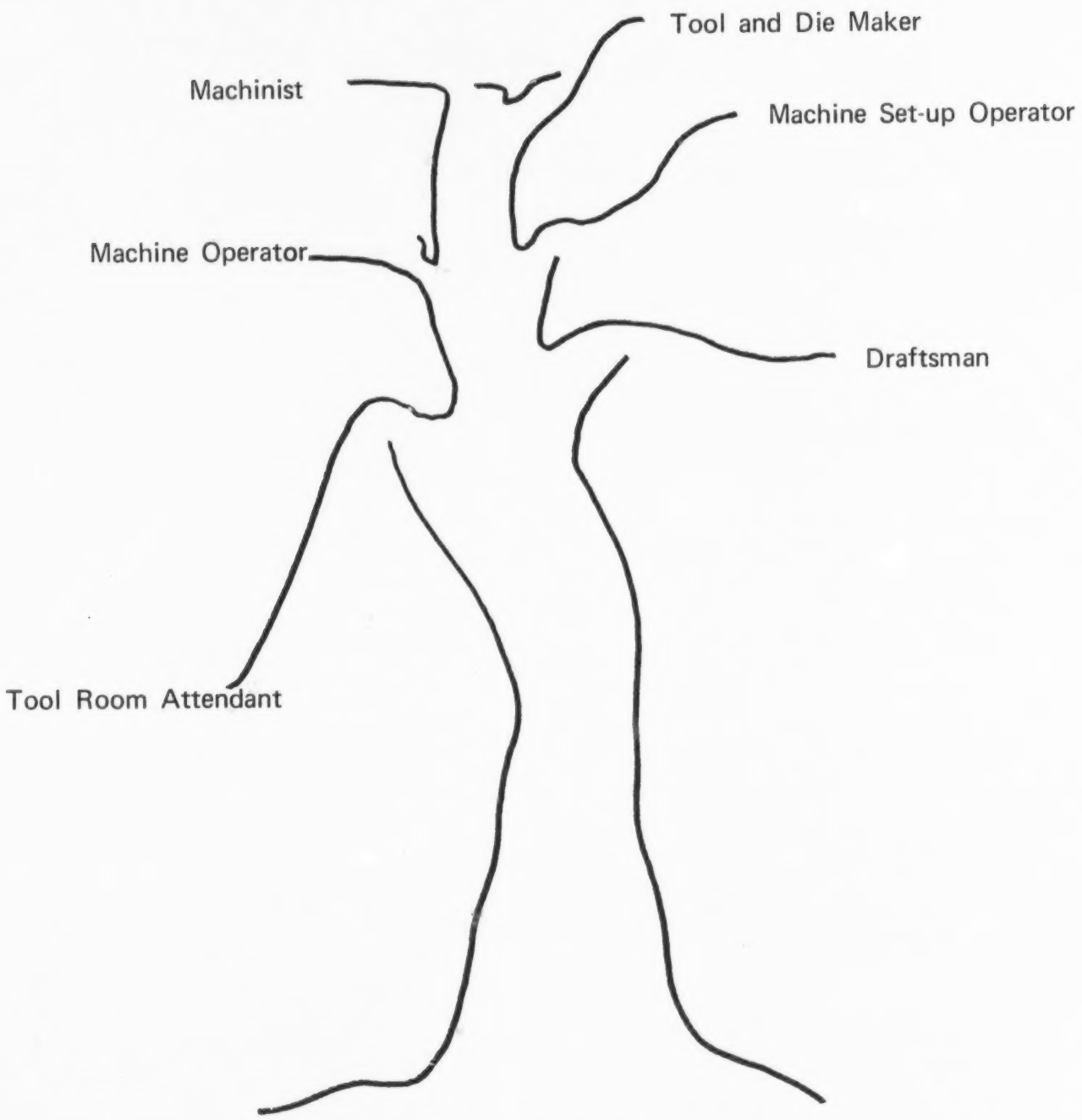

Figure 8. Job tree for Machining Occupations.

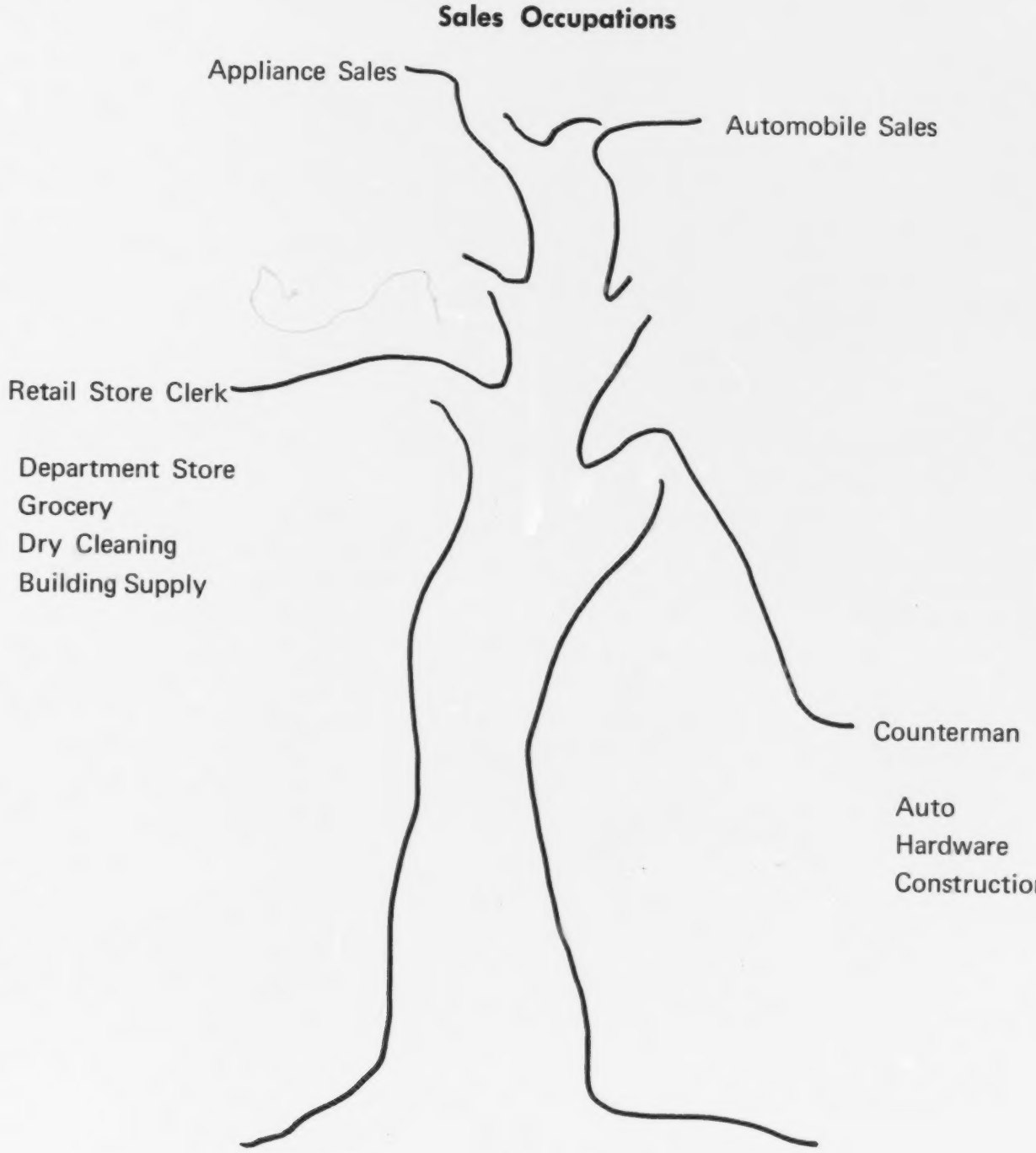

Figure 9. Job tree for Sales Occupations.

Methods and Techniques in Exploration

The precise methods used to introduce new trainees to the vocational areas are determined by the staff of the center. Careful job analysis provides the basis for course outlines, which in turn furnish simple introductory shop experiences for the pre-vocational period. Field trips, visual aids, and speakers are integrated into the program wherever they promise to clarify or enrich the shop or laboratory experiences.

Basic Manipulation Operations in the Training Area. There is, of course, variation in the methods which are applicable to each occupational cluster. Each instructor, however, has the common problems of fitting new groups or individuals into the shop or laboratory, orienting them to the training area, introducing basic tools, and getting each trainee started on some purposeful activity. He must accomplish this quickly enough to avoid loss of interest, tactfully enough to avoid alarming the insecure trainee, and carefully enough to insure safety when trainees begin handling unfamiliar tools and equipment.

"Basic operations" is a good term to describe the exploratory shop experiences for any cluster. Whatever is offered at this level must be basic to the whole

Figure 10. Use of equipment is a basic operation in Food Service exploration.

cluster, since it is possible for a trainee to reach job-entry status at the lowest level by the end of his exploratory period. Instructors must assume that most of the the new trainees are unfamiliar with the tools of the given trade; therefore, instruction usually begins with the most basic operations. Progress, however, is judged individually and trainees may advance at their own speed.

Using food service as a typical job family within the service occupations cluster, exploratory operations may include the identification of modern institutional kitchen equipment and instruction in its use; practice in measurement and use of measuring tools for quantity cooking; health and sanitation procedures; and personal cleanliness. All are basic to any of the many jobs available in the field of food service. (See figure 10.)

The immediate goal of this initial exploration for the trainee is a tentative decision as to whether he might want to continue training in the area. For the instructor it is a period of assessment of trainee interest and evaluation of his potential for successful employment at some level in the total cluster.

Field Trips. As a technique in exploration, field trips are used to broaden the trainee's limited knowledge of business or industry; to introduce him to a variety of occupations related to one of the center's training areas; to allow him to see work being performed under actual shop conditions; or to serve other purposes directly related to the prevocational program.

One productive type of field trip is conducted within the center. After the initial tour during orientation week, trainees have neither the time nor the privilege to wander through the job training areas. Since actual working conditions are simulated as closely as possible in job training, by visiting shops in the center the exploratory trainee can get a fairly ac-

curate picture of what he might be doing if he should continue training in a certain cluster. Beginners in automotive service can be shown a shop in auto mechanics where men are working on automobile engines. They might visit the auto body repair shop and watch advanced trainees removing dents, replacing body parts, or painting. The fact that the visiting group may see friends or familiar faces at this advanced stage of training may serve to encourage those who hold a low opinion of their own potential for success.

Field trips outside the center are carefully selected and organized to serve specific purposes. A center-wide concept of the nature and value of good field trips should be developed and transmitted through inservice training to new staff members.

One effective utilization of the field trip is its integration into the group counseling program. If a group from health service exploration was concerned with discussion of personal hygiene, clothing, or grooming, a field trip to a large local hospital might be considered. Trainees would see the variety of jobs, the types of clothing worn by different workers, and the general appearance of cleanliness and good grooming.

Such a trip serves the added purpose of enlarging the trainee's view of his exploratory field. Much that is assumed to be common knowledge about the world of work is completely foreign to the disadvantaged. Carefully planned activities of this type can fill many gaps in his experience.

Visual Aids. A visual aid may be as elaborate as a color movie or as simple as a poster. Strip film, slides, pictures, models, mockups, and machine parts especially prepared for demonstration are examples of visual aids. For the nonverbal-oriented trainee, a visual aid, particularly if it can be touched or manipulated, may be a real key to learning. (See figure 11.)

Speakers. Any person invited to speak to an exploratory group is chosen not so much for his speak-

Figure 11. A visual aid adds meaning.

ing ability as for what he has to say that is relevant to some part of the training program. A practicing cosmetologist may be asked to discuss the realities of her work with girls considering that occupation. The chef from a local hotel might speak to trainees in food service. Also specialists are brought in to speak on matters of personal concern to the trainee—money management, child care, health, or emotional problems.

The use of center graduates as speakers is also a useful device, as the influence of the peer group is recognized throughout manpower training. A working graduate may be invited to return to discuss the relationship of his current success to his training. These speakers do not need to be graduates at the highest possible level in any occupational cluster. If they have been gainfully employed since leaving the center, the example they offer may encourage others to remain in training.

BASIC EDUCATION

In 1963 an amendment to the MDTA added authority for basic education. As interpreted, the amendment provided for such basic education as might be required for employability in any given occupation. In practice, manpower centers have developed highly functional basic education units with minimal educational requirements for every level of each occupational cluster offered. If a trainee has already make an occupational choice and can demonstrate adequate mathematics and communication skills for the field he has chosen, he is assigned to basic education only at his own request. Unfortunately, many trainees need both remedial and developmental education. They must be brought up to the level of functional literacy for the kind of job training they want. (See figure 12.)

Every effort is made to lessen the trainee's fear of basic education. Where it persists, the staff relies upon the gradual acceptance of the course as exploration progresses and the need for mathematics, reading, or writing skills becomes obvious to the trainee.

Basic education is usually limited to approximately 20 to 30 percent of training time. Sessions are short and for any one person may be scheduled throughout the day.

Remedial Education

Evaluation of the trainee during orientation, combined with observation, serves as the basis for assignment to remedial education. Since the degree of need varies from illiteracy to specific weaknesses at a functional level, remedial education must be organized on a small-group or individual basis.

Figure 12. New trainees concentrate on a placement test.

Group Instruction. Group instruction is used for a small number of trainees who share a similar need for remediation. They may be those unable to speak or write in English; a minority group with speech patterns peculiar to their narrow environment and unacceptable to the outside world; illiterates, or those who are literate at a nonfunctional level. Reading inabilities usually carry over into spelling and writing. Mathematics skills, while not tied to reading, often reflect the extent and depth of the trainee's education. When remedial work is necessary in one area, it is frequently needed in all. (See figure 13.)

Basic education classes are scheduled to avoid conflct with occupational training. All of the members of a training class may be scheduled for basic education at the same time; they do not, however, remain together but report to the classes set up for their level of achievement or their type of deficiency.

Individual Instruction. Individual remedial work is offered to those who cannot easily fit into a group. It is the aim of basic education to determine the type of instruction which is most helpful to the individual. If, for instance, his deficiency is great enough to cause him excessive embarrassment or he finds it difficult to work with a group, individual sessions are arranged. (See figure 14.)

Related Education

Education directly related to vocational training is usually reserved for the period of job training. However, the prevocational program makes it possible for basic education to discover and utilize trainees' tentative occupational interests. Work in vocabulary building, composition related to training, oral communication skills, and the mathematics that most workers must know are introduced.

Trainee Personnel Services

Personnel services in a center can be broadly defined to include each staff member as he relates to the trainee. In a narrower sense, trainee personnel services consist of counseling and of ancillary services available in and out of the center.

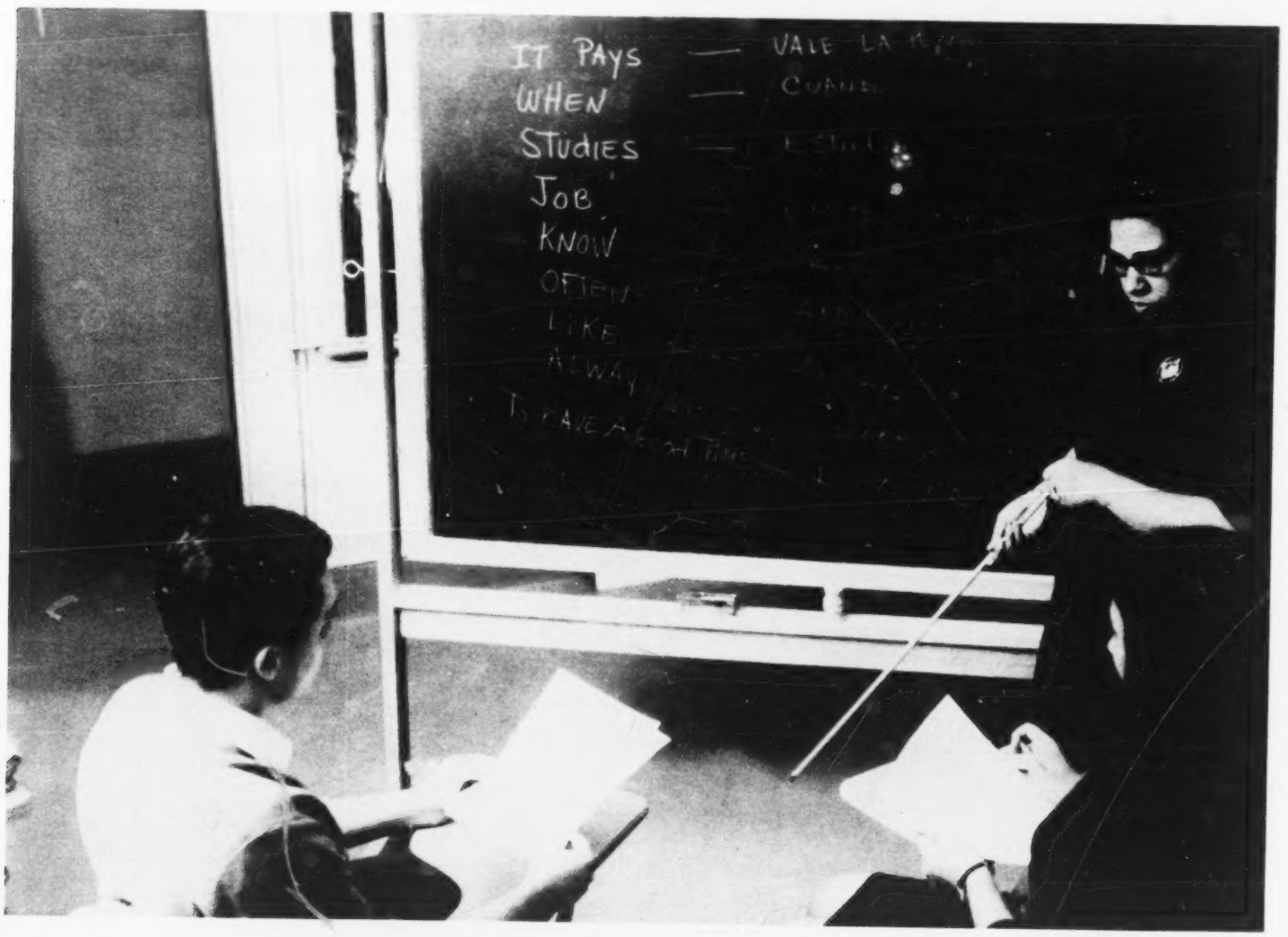

Figure 13. Spanish-speaking students learn English.

Figure 14. Basic Education may provide individual instruction.

COUNSELING PROCEDURES

The variety of categories of manpower trainees and the complexity of their problems put a heavy burden upon the counseling staff. Counseling is a continuous process, carried on whenever trainees are in the building. The trainee is scheduled to see his counselor at certain intervals but he may request an interview or walk in when he finds an open door. The success of the professional counseling service is judged, to some extent, by the flow of unsolicited visitors through the counselors' offices.

Individual Counseling

The professional counselor at the center, particularly during the prevocational phase, is available to all persons assigned to him and to anyone else who needs his help. He establishes for each trainee a file which eventually includes every piece of pertinent information on personal adjustment and vocational progress which can be supplied by any member of the center's staff. (See appendix H.)

Many of today's manpower trainees come from backgrounds which have been nonsupportive. For perhaps the first time they find a warm, supportive atmosphere with people prepared and willing to help them find solutions to their problems. The counselor listens, questions, advises, or guides according to his own best judgment of the individual's needs and capacity for self help. If the problem is a practical one involving money or needs which may be met by physical action, the counselor makes arrangements for the trainee to talk to someone who can help him. If the problem is emotional, the counselor evaluates its complexity and makes a decision to work with the trainee through a series of meetings or refer him for psychological or psychiatric help. If the problem lies in the training area—either vocational or basic—it is referred to the four-way conference of trainee, counselor, vocational instructor, and basic education teacher, a unique feature of the center's personnel program.

Counseling procedures in the prevocational program are a blend of services tailored to meet the needs of individuals who may combine dependency with aggression, immaturity with suspicion. In a relatively short period of time, this individual must be helped toward a condition of maturity and independence sufficient to allow him to make a reasonable vocational choice. While the entire staff of the center is involved in the total counseling procedure, the professional counseling staff is the guiding force.

Figure 15. Migrant training group prepares to tape interviews.

Group Counseling

Not all counseling is individual. The group session is an important activity, based on belief in the influence of the peer group, the value of communication in the solution of problems, and the improvement of the self-image through expressing one's own convictions.

After the general sessions of orientation week, group counseling begins. The organized group session is set up on vocational groupings of six to 10 people to minimize interruption of the training program. Since literally every trainee who remains in the prevocational phase beyond the first few weeks is there because he has problems, a kind of natural homogeneous grouping exists. (Deliberate homogeneous grouping of trainees with similar problems is favored in some centers and may be used in any center as an additional technique.) See figure 15.)

The session is scheduled at regular intervals. It is preplanned in the sense that a topic is available and visual aids, field trips, or speakers may be scheduled. Usually, it is only semistructured and trainees are encouraged to question, discuss, and share opinions. The counselor may act as a resource person, a discussion leader, or a listener.

Topics of common interest to the group are used. Job attitude, employer-employee relations, application forms, dress, personality, conformity to regulations, sex, personal hygiene or budgeting are examples. Probably the greatest value of the group session is in the pressure applied against individual deviation by the unreserved expression of opinion from members of a peer group. Where group therapy techniques such as role playing are applicable, they too are used along with any other aids which promise to add depth to the discussion.

ANCILLARY SERVICES

The personnel work of a center is supported by ancillary services, the importance of which cannot be overestimated. Some of these services may be found in the center; others are available in the community. As the staff members of a center gain experience in the handling of common types of problems, they become knowledgeable about where to turn for specific kinds of help. Certain agencies can handle only certain cases, depending on the source of their funding and their declared purposes. In some cases one agency can complement another. In every case the trainee benefits.

In-Center Services

Medical, psychological, and social services are those most frequently needed and should be available in the center or accessible by call.

Medical Services. The needs of the disadvantaged for medical services may be great. Center directors have consistently pressed for a pre-entry physical examination, not as a screening device to exclude applicants, but as a means of detecting problems which could interfere with the individual's training program. Illnesses could be treated or operations performed before training begins. Interrupted attendance in a program can result in loss of a trainee. Presently, physical examinations are required only for those entering health and food services and these must be secured either by the individual or by arrangement with charitable agencies.

Every center must, of course, have some medical service available for emergency care and for consultation on serious problems. Frequently the center must rely upon a nurse instructor from health services for emergencies and an arrangement with a doctor for part-time or consultative work. Fortunately, additional medical help is available in the community.

Psychological Services. Psychological services are usually provided on the same basis as medical services. The preliminary evaluation of the severity of a mental or emotional problem is made at the center and a psychologist is called only to consider those cases that cannot be handled by the counseling staff. Centers which operate under the auspices of the public school system have the advantage of calling upon the school psychologists for help.

Social Services. The staff of the center should include a social worker. Neither counselor nor instructor can properly devote time to the investigative function involved in the definition and solution of many trainee problems. When family needs, for instance, threaten to disrupt the training program, a home call by a social worker can verify the need. Many problems require liaison between the center and various public assistance agencies. The services of a trained social worker can offer relief to the staff and expedite the solution of trainee problems.

Out-of-Center Services

The resources of the center are reinforced by community services which have no legal ties to the manpower program. Growing community awareness of a responsibility for bringing the disadvantaged into the mainstream of American life may account for this cooperative attitude.

Medical Services. In the urban community, medical services are usually more extensive than those available elsewhere. They are not necessarily available to the manpower trainee. The center, however, is prepared to approach almost any agency with a request for help.

Public clinics in hospitals or neighborhood health centers; visiting nurses; services provided by fund-raising agencies in special medical fields; doctor's services paid for by public assistance funds; and many hours of work contributed by private physicans are examples of out-of-center medical help.

Psychiatric Services. Careful screening of applicants may eliminate the more obvious cases of mental illness, but mental health clinics and State mental hospital facilities are contacted if necessary. A trainee found in need of prolonged psychiatric care is usually released from training; but he may also continue to attend classes while being treated by a psychiatrist. The use of the center as a part of the halfway house system can be important to certain types of mental patients. Other patients who need orientation to the outside world are occasionally included in the program at the center, returning at the end of the day to the hospital. Cooperative efforts of this kind assure the attention of local mental health facilities to enter requests for psychiatric help.

Public Welfare Services. The Welfare Department is a vital community resource and the counseling staff and director are well-acquainted with its methods of operation. When a trainee is faced with a problem which can be referred to Welfare, the counselor knows he can expect cooperation. Since many of the trainees are members of families already receiving some kind of public assistance, the Welfare Department may already be aware of the trainee's situation and therefore be in a better position than anyone else to determine what can be done. Welfare provides financial assistance, food, clothing, and referral for medical help on an emergency basis whenever possible.

Public Welfare Department personnel realize that if a trainee graduates from the center he, and possibly his family, can be removed from present or potential welfare need. They offer every possible aid to encourage this process.

Vocational Rehabilitation Services. Another agency which cooperates freely with the center is the Department of Vocational Rehabilitation. Personnel at that Department may send their own applicants to Employment Service for referral to the center when they feel that a center training program is suited to an individual's needs. Conversely, they accept trainees from the center when the trainees' problems have proved too serious to permit adaptation to the prevocational program.

Vocational Rehabilitation may offer services to a potential worker who needs plastic surgery, an artificial limb, or remediation of other conditions which in themselves make him unemployable. Manpower and Vocational Rehabilitation have the same goal—to make people employable.

Services of Other Agencies. Cooperation with manpower to provide services, money, health care, and direct aid is provided by other agencies, public and private. In this respect, the large urban center usually has an advantage in having access to a long list of possible sources of help.

Methods of Assisting Trainees—The Team Approach

The team approach is not a new concept in education but it has taken on new meaning in its adaptation to the prevocational program. Here it is a pooling of the resources of the manpower center for the benefit of the trainee, with the added requirement that the trainee must participate in the assessment of his progress. While every staff member is in some way involved in the center's commitment to the total student population, each trainee has his own "prime team," composed of his vocational instructor, his principal basic education teacher, and his personal counselor. Each member of the team has a well-defined individual responsibility to the collective aim of helping the trainee develop a realistic vocational goal.

Individually, the staff members have daily contact with the trainee; but to coordinate their efforts, team conferences are held. At regular intervals the members of the team meet with the trainee to assess emotional, educational, and vocational progress. While

Figure 16. Team members discuss trainee problems.

these conferences must be as free from tension as possible, they cannot be unstructured. They require careful preparation and intrateam conferences to establish essential agreement on the nature of the trainee's problems and the extent of his progress.

The team has certain basic responsibilities, the most important being the necessity to see that the trainee understands as precisely as possible his position in relation to whatever vocational goal he has set for himself. If he has none, he must have help in recognizing the choices which are open to him. (See figure 16.)

Manpower training has no rigid pass-fail system. Rather, it attempts to offer a series of choices throughout both prevocational and job training. If a trainee cannot, by reason of his intellectual capacity, his emotional or physical condition, reach the level of auto mechanic, for instance, he may graduate as a service station attendant. It is the team's responsibility to be sensitive to plateaus in the trainee's progress —to encourage him to advance to a more challenging level of training, to explore another occupational cluster, or to terminate training and seek employment at whatever level he has reached.

Every effort is made by team members to help the individual reach a mature decision. The atmosphere of their joint conferences is permissive but never neutral. The trainee must feel that he is surrounded by understanding tempered by a determination to see that he makes the best possible use of his capabilities. Each of the members of the team, the trainee, and the center's director have a specific role in this process.

ROLE OF THE COUNSELOR

The counselor is the key staff member in the team effort. In addition to his role as counselor, he coordinates the team activity. At regular intervals he arranges the conferences. Depending on the problems involved, he may meet privately with each of the instructors; visit the shop and basic education classes to observe the trainee at work; check with the attendance official; consult training-area supervisors and the director for their observations; and, at the same time, continue his own assessment of the trainee through the regular program of individual and group counseling.

Such a variety of activity would be prohibitive for an inexperienced counselor. Manpower centers have been fortunate in attracting high caliber, dedicated men and women in this field—people who are willing to accept heavy burdens in return for the opportunity to counsel. Further, as each trainee grows in independence the counselor may concentrate more upon the new or more dependent cases.

Some of the work involved in assembling information prior to the conference is done informally at coffee breaks, staff meetings, or in chance encounters in the halls. After a very short time each trainee becomes a distinct personality to the counselor and he is able to ask for information related directly to known problems.

Beginning with the first week of training, the trainee has been encouraged to visit the counselor's office. Where something in his makeup has inhibited him from voluntarily seeking help, he has been scheduled for conferences; and long before the end of the prevocational period, most trainees have developed the habit of dropping in for everything from material help to a word of praise or encouragement.

Counselors in the prevocational program are urged to use every device, skill, system, or bit of wisdom which they have accumulated through their training and experience, so long as its use is directed toward the goal of self-understanding and decisionmaking competency for the trainee.

Great flexibility on the part of the counselor is required to deal with the endless variety of concerns—illness, family pressures, financial difficulties, trouble in the training areas, emotional adjustment, poor work habits, conflict with other trainees. Outside agencies may assist in the solution of difficulties involving health, money, or legal troubles; but in matters of personal adjustment the burden rests directly on the counselor. How well he succeeds in helping the trainee develop new self-concepts resulting in changed behavior will depend upon his success in the establishment of a sound working relationship.

The trainee must relate to someone in the center before he can begin to benefit from the program. The counselor is the natural object of this response since the trainee's relationship with him is usually the most personal. Achieving a sound basis for counseling may involve many weeks of patient acceptance of verbal abuse from the trainee who is expressing his frustrations in aggressive behavior; or it may involve equally disturbing weeks of effort to break through the excessive reserve of the frightened or withdrawn trainee.

Through his individual and group contacts the counselor develops an understanding of each trainee and his pattern of response to his own problems. Sharing this knowledge with the other members of the team and using it to help the trainee achieve personal responsibility is the role of the counselor.

In a few cases centers have been fortunate enough to find counselors from ethnic groups represented in the student body. Such an addition to the staff is highly advantageous to any center.

ROLE OF THE VOCATIONAL TEACHER

While the counselor is establishing his position with the trainee, the vocational teacher is attempting to provide the very specialized help which only he can offer. He represents the ultimate goal of manpower training—salable skills. Whether the vocational teacher is a man or a woman, a nurse or a welder, a cook or an office supervisor, he has had years of experience in a job which requires specific skills. He is usually more pragmatic and less concerned with theory than any other staff member at the center, but he shares the general interest in the individual and contributes in his own way to the creation of a favorable atmosphere for learning.

Where it is possible to use continuous intake, the vocational teacher can devote considerable time to each new trainee. He is never forced to accept a large number of newcomers, however, and can take time to introduce each individual to the training area and to the first unit of exploratory experiences. (See figure 17.)

Every effort is made to keep the class load at a minimal level, leaving the instructor free to move from one individual to another, checking progress, offering encouragement, and assessing capability. By this one-to-one process, he is able to make informed judgments on the trainee's potential for success in the occupational cluster. A lack of interest or failure to show evidence of the manual dexterity needed in the field may make it necessary to advise a change and urge the trainee to move to another exploratory area. Unsatisfactory behavior, poor attendance, or failure to relate to the instructor do not necessarily lead to such a decision. The vocational instructor does not reject but accepts his share of responsibility to help the trainee change his patterns.

If interest in the occupation persists but early manipulative experiences suggest that the trainee might not advance to top level, the instructor's

Figure 17. Vocational teachers find time for small-group instruction.

knowledge of his field may make it possible for him to encourage the trainee to consider a different level within the cluster. The vocational choices of the disadvantaged are frequently unrealistic. The girl who enters training determined to become a private secretary may actually have few if any of the necessary characteristics. Her ambition must not be crushed by a denial of training; but she can be brought to a condition permitting self-appraisal by the combined efforts of her team members.

Figure 18. A trainee may need repeated help in mastering use of equipment.

No one is in a better position than the vocational instructor to assess her chances of achieving her original goal; it is a vital part of his responsibility to bring this knowledge to the team conference. He will never say in the presence of the trainee that the goal is unrealistic; but as the team members work to help the trainee achieve self-understanding, the instructor's knowledge of alternate job paths will be invaluable.

Before each conference the instructor and the trainee sit down together to study and fill out a rating or progress report. These rating sheets provide choices of degree of success in effort and achievement. Each item is discussed and if possible its significance understood by the trainee before the rating is made, since both trainee and instructor must sign the form. Considerable importance is placed on this procedure because each of these regularly scheduled ratings becomes a part of the trainee's records and is used in the determination of employability when he leaves the center . (See appendix I.)

It has been found that some trainees relate more readily to the vocational instructor than to the counselor or the basic education teacher. The instructor must, therefore, be sympathetic with the center's purpose to provide a warm, supportive atmosphere while helping the trainee reach a condition of employability.

ROLE OF THE BASIC EDUCATION TEACHER

Basic education occupies one of the most difficult positions in the entire prevocational program. The guidance counselor may be accepted initially because of his offer of assistance with pressing personal problems; the vocational instructor represents the realistic goal of a paying job—but the basic education instructor enjoys neither of these advantages. Instead, he may suffer from identification with past frustrations and failures.

The negative attitude of many trainees toward basic education has made it necessary to develop a program tailored exclusively for manpower training. During the prevocational period, reading, communication skills, and mathematics instruction is largely remedial unless the trainee has no need for this kind of help. Since manpower training is authorized to offer only that basic education which will qualify an individual for a job or which is required to allow trainees to profit from job training, basic education cannot use an ordinary course of study. The emphasis must be on the use of materials selected for their relevance to the jobs for which training is offered.

The instructor has a relatively short time to sell his program. The attrition rate in manpower training is highest in the first weeks of the program. Trainees terminate voluntarily for many reasons, but a conviction on their part that they have been "sent back to school" is reason enough for many of them. Unfortunately, the necessity for administering achievement tests during orientation compounds the problem of avoiding a classroom atmosphere. The instructor must be very convincing in his first contacts with the new trainees if he is not to lose them before he can prove the importance of what he has to offer.

Fortunately, the manpower center is able to attract a somewhat unusual type of teacher. He is usually mature, interested in working with adults, and not overly concerned with the uncertain tenure the center offers. He enjoys the challenge of making his classes interesting by adapting new or unusual methods.

As a member of the prime team he must work closely with the vocational teacher and the counselor. Even in the remedial phases of prevocational training, he needs to know the language and the content of the occupations his students are exploring. Such knowledge can be used for simple correlation of shop and classroom work, although full correlation is saved for the job training period.

Equally important is liaison with the counselor. Through an understanding of the trainee's personal problems, needs, and aspirations, the instructor can work with him more effectively.

ROLE OF THE ADMINISTRATIVE OFFICER

The director of the center defines his own role in the overall team approach. He may, if he chooses, confine himself to administrative duties in the narrowest sense. Someone, however, must coordinate the center's work. The administrator who believes that a manpower center should function as a unified operation accepts the coordinator's role in addition to his other duties. (See figure 19.)

Besides these other duties, which involve funding, staffing, liaison with the public school system, and other administrative details, the director as coordinator has four major areas of concern. All involve personal contacts, and failure in any area could seriously hamper the success of the center.

First, satisfactory relations with the Employment Service are, of course, vital. Daily contact is maintained between the center and the Employment Service office. However, something more than good personal relations between director and Employment Service is necessary. Interpretation for staff members of the role of the Employment Service representatives is imperative. Conferences involving the instructional staff with Employment Service personnel are needed to establish guidelines and avoid misunderstandings in the areas where overlapping of responsibility may occur.

Figure 19. Center staff meets to discuss policy and problems.

Inservice education, therefore, is a second major concern of the administrator. Interrelationships among counseling, training, and basic education personnel are intricate. Separately they cannot accomplish the purpose of the prevocational program. Together they create a pattern for training. What this pattern is to be rests with the director. If he is strong enough as a leader, a pattern of cooperative effort will emerge and with it the atmosphere of friendly concern for the trainee which marks the good prevocational program. Inservice training is never completed. It is a continuing activity conducted regularly and as special needs arise.

A third area of concern for the administrator is trainee contact and familiarity with their problems and the steps being taken to help them. He follows an open door policy for trainees, reads counselor reports and progress ratings, visits shops and classrooms, joins the trainees and staff members at coffee breaks and lunch periods, and actively participates in the solution of many problems. (See figure 20.)

As significant as any of these activities is the director's work in public relations. The manpower center needs the goodwill of the community agencies which supply the goods and services for which the center cannot pay. (See appendix J.) The director spends hours on the telephone and countless luncheons and evenings explaining his program and establishing contacts. When a trainee needs help with personal or family problems, pre-established contacts with community organizations can be invaluable. These might be out-patient clinics, health centers, public health services, or scores of other public and private service agencies such as the Legal Aid Society and the Lions Club. The director must also establish and maintain good liaison with labor unions, apprenticeship committees, management groups, and personnel managers. The Employment Service handles placement of graduates, but there are many intermediate points at which understanding and good will may be employed for the benefit of the program.

ROLE OF THE TRAINEE

What any one trainee may contribute to his own growth depends on the experiences which he brings to the center and on his ability to relate to one or more of the other team members.

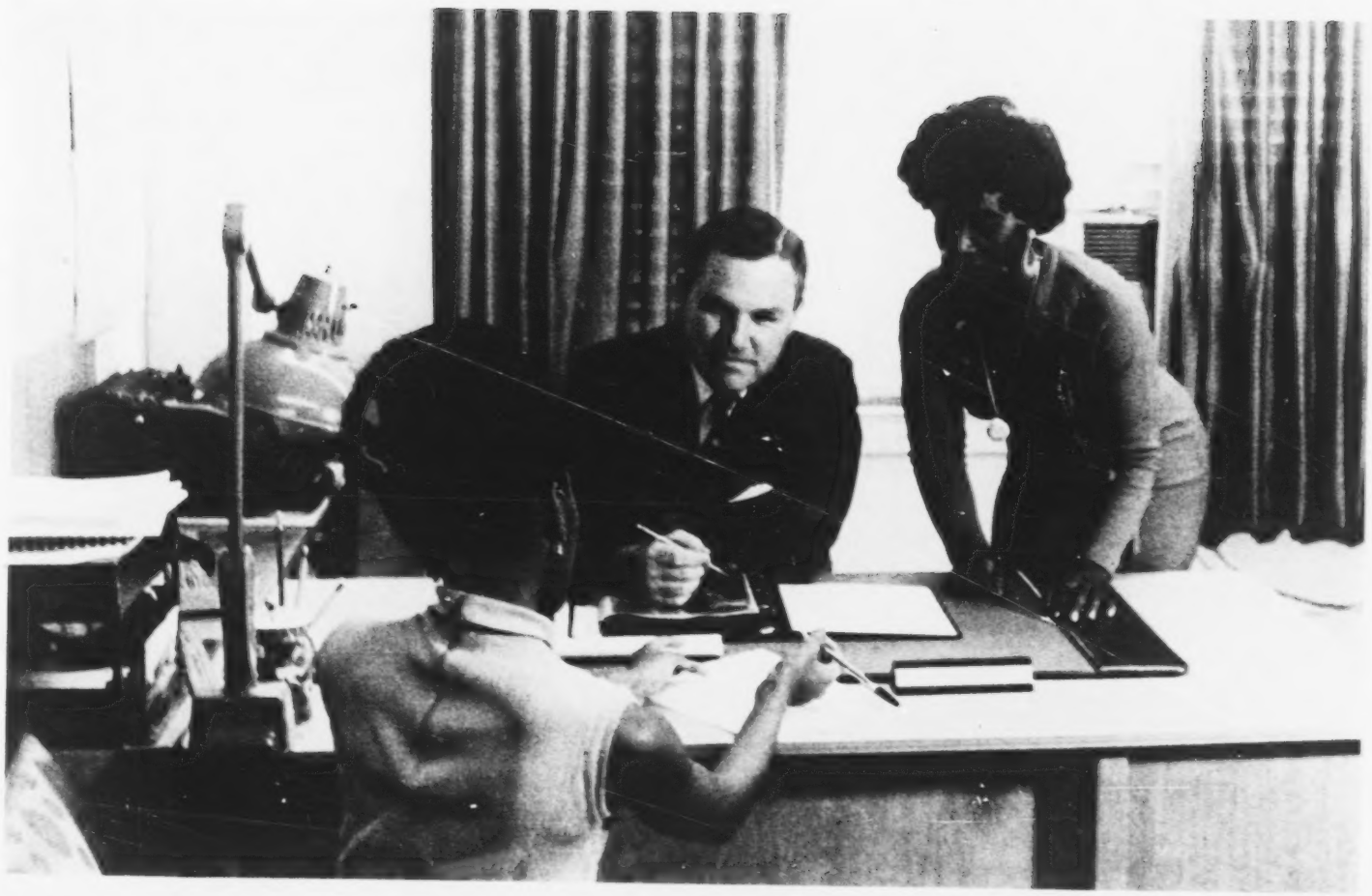

Figure 20. Director discusses graduation plans with trainee and instructor.

Much has been written about the alienation of modern man from the society in which he lives. The alienation of the disadvantaged is often extreme and deeply rooted in his emotional responses to life. From the initial orientation period to termination, the trainee is surrounded by individuals who, to the best of their abilities, offer him warmth and understanding. But the same forces which have contributed to his previous failures may serve to inhibit his participation in the solution of his problems. His response may be complete indifference or open hostility. He may be too passive or too aggressive. A basic change, first in his attitude toward himself and later in his acceptance of the center's concern for his welfare, are preconditions for his useful participation. (See figure 21.)

In many cases, he will respond first to his counselor. An instructor, however, or even the director may be the person to elicit this first response. Until it comes, staff members may be subjected to abuse or apathy. In either case the team members are conditioned to accept this behavior as symptoms of inner problems and to use every method they know to establish a reasonable working relationship.

Initially, the trainee may merely listen in team conferences, with his first contributions nothing more than defense of his own behavior or lack of progress; but as his self-concepts and attitudes toward the program change, he will usually begin to respond.

Some trainees move with relative ease from observer to participant, accepting the team's friendly but firm attitude of accepting him as he is but declining to leave him in the condition in which he came to the center. Progress toward the goal of realistic vocational choice is steady for these individuals. Others find it difficult to accept the limiting factors which make their goals unrealistic. The degree to which they are finally able to accept these facts and contribute to the assessment of their own progress determines the value for them of the prevocational program.

Making the Occupational Choice

It has been found that the unemployed may be as seriously handicapped by their attitudes toward work as by their lack of skills. Once hired, they are more likely to lose their jobs because of these attitudes than for failure to perform their tasks. The trainee who passes through the program with his attitudes unchanged cannot be recommended for employment.

ADJUSTMENT OF OCCUPATIONAL GOALS

Almost every person entering the center has a goal. Some are sound choices based upon sufficient knowl-

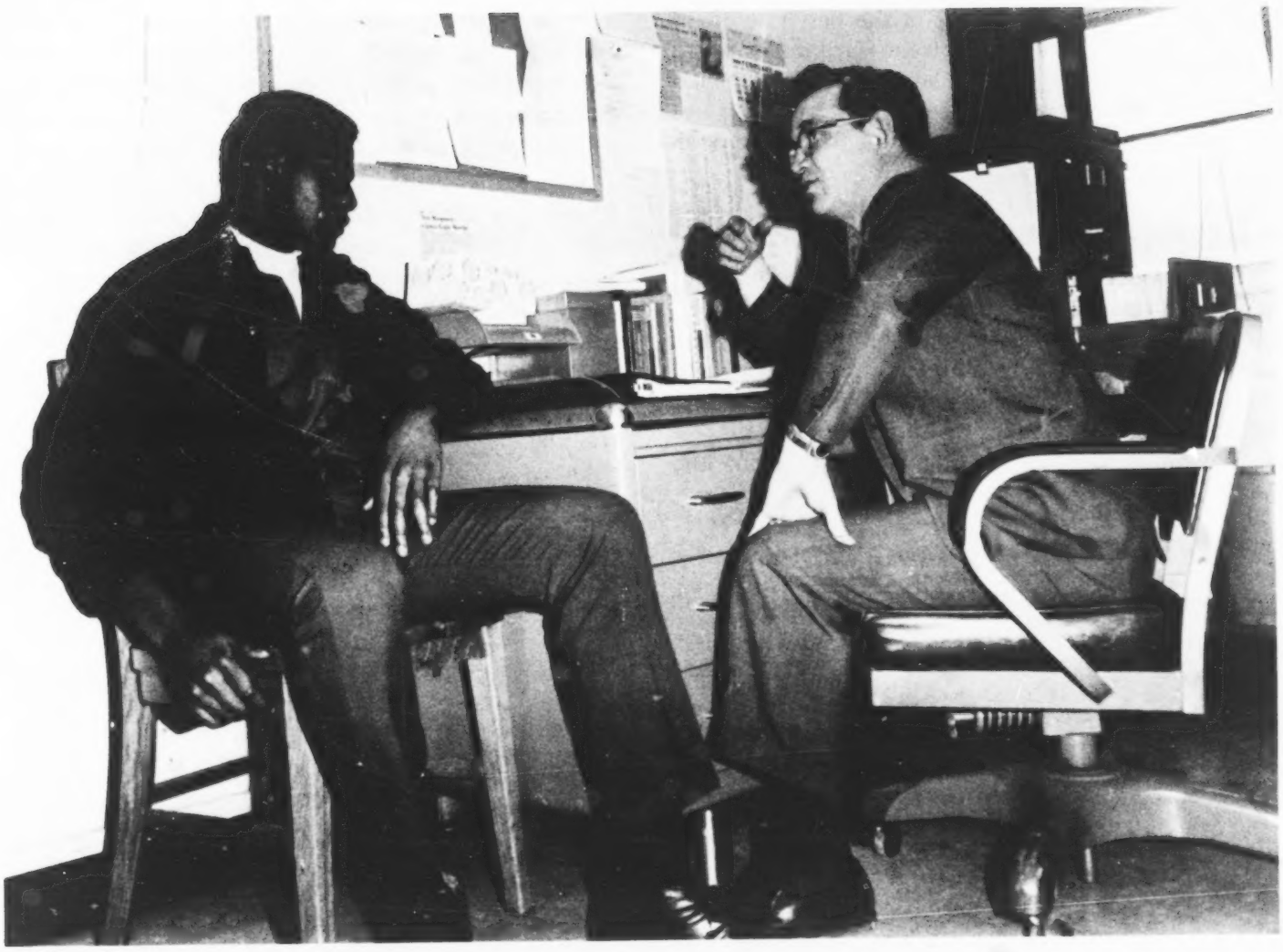

Figure 21. The trainee must learn to participate in assessment of his progress.

edge of the chosen field. Many more are unrealistic in terms of an understanding of personal qualifications and job requirements.

The trainee's team does not greet his ideas with a negative reaction but encourages him to explore the job family which includes his choice. The team meets to review the job requirements and the trainee's current position on the job tree in relation to his goal. Gently but firmly he is led to develop self-concepts which will eventually permit him to evaluate himself and his chances of realizing that goal.

Throughout the prevocational period, emphasis is placed upon substituting choices for goals. The trainee may choose among many job levels. If he sets a goal which he cannot reach, he may give up, discouraged, before he can be helped to accept his own limitations.

ASSIGNMENT TO JOB TRAINING

In keeping with the flexibility of the prevocational program, no minimum time in the program is established and maximums are subject to legal and financial restrictions. However, the center has certain basic requirements for allowing trainees to move from one phase of training to another, or to termination of training.

A trainee may leave the prevocational phase at the end of the first 2 week period. If he has entered the program with only a mild degree of disadvantagement and with clearly defined objectives, he can pass to job training as soon as orientation and initial assessment are completed.

If, on the other hand, his problems are so severe that after a reasonable length of time he shows no progress, he will not be held in the program but will be terminated and, if possible, referred to other agencies for remedial help.

The majority of manpower trainees, however, need and benefit from the prevocational program and remain in it for varying periods of time, until they have reached a state of readiness for advanced training.

By Individual Referral

Amendments to the 1962 law have authorized individual referral to private or other public educational institutions when, in the judgment of man-

power officials, such referral is in the best interest of the trainee. Evaluation of a trainee's aptitudes and potential might suggest that he could succeed in a field of training not offered at the center, once it has been established that no further remedial work is needed.

To Job Training In Multiskill Center

The majority of manpower trainees who move from prevocational to job training do so within the center. For every exploratory area which trainees have investigated, job training is offered. A trainee may move into job training at any point in the prevocational period when his team advisors feel that he has become capable of making an independent and realistic occupational choice.

ASSIGNMENT DIRECTLY TO EMPLOYMENT

Service to trainees with limited mental ability is an important part of manpower training. Without help, only the most menial jobs are usually open to those who have been culturally deprived. Staff members at the center believe that the full program of counseling and remediation should be offered to these trainees, along with an exploratory program in a job family in which they may qualify for employment at a fairly low level. The trainees may reach that point at any time during the period of exploration. The number of cases in which such termination for employment is made is small; but the recommendation is made when the staff feels that the trainee is qualified to accept employment and can probably not profit from further training.

References

[1] U.S. Department of Labor. *Occupational Outlook Handbook*. Occupational cluster titles are adapted from the *Handbook* to facilitate discussion.

Figure 22. MDTA graduate stands in center of a group of his fellow employees.

CHAPTER VI
SUMMARY

The underlying causes of the mental, physical, and emotional problems of many of the unemployed have not been adequately determined; but the existence of those handicaps is obvious to all who work with the disadvantaged. Trainees in the manpower program may share the same handicaps but seldom in the same degree. The tremendous variety of needs of the disadvantaged has prompted the development of a flexible program of prevocational services offered by the manpower center.

Manpower personnel who have worked closely with trainees from the various categories of the disadvantaged are convinced that changes in personal habits, in emotional responses to life situations, and, most important, in attitude toward work are prerequisite to success in securing and holding a job. U.S. Labor Department and Health, Education, and Welfare Department officials have concurred in the opinion that there are large numbers of potential workers in the United States who, in their present state, are virtually unemployable.

Precisely how the help that is needed to effect the changes in attitude can best be supplied is the subject of continuing debate. Many knowledgeable manpower administrators accept the necessity for providing this help and believe that the prevocational exploratory program has proved to be both relatively inexpensive and extremely effective.

The prevocational program is intended to serve only those who need it. Trainees able to move on to

Figure 23. Graduate is records clerk for large hospital.

job training may leave the prevocational phase at any point. Those who remain for extensive exploratory and remedial experiences are individuals whose disadvantagement is severe. An optimal prevocational program must, therefore, be designed to serve both as an assessment period for the new trainees who are not seriously hampered by the effects of poverty, and as a period of growth and discovery for the much greater number who are.

The successful operation of such a program is dependent on the ability of the staff to work cooperatively toward a common goal. Changes in staff attitudes may be as important as the changes the center hopes to effect in the behavior of trainees. There is no place in manpower training for the instructor or counselor who, as a result of his own experiences, feels uncomfortable with or antagonistic toward members of minority groups, toward people with obvious physical or mental handicaps, or toward individuals who deviate from middle-class norms in dress or behavior. Acceptable staff attitudes, along with the supportive atmosphere which has been described as basic to effective operation of the center, are not necessarily a natural condition but must be carefully developed through inservice education and intelligent leadership.

An area which has not yet been fully explored is the employment of both counselors and instructors from among the ethnic groups represented by the student body. The supply of acceptable vocational instructors from these groups is probably much larger than the number of potential counselors at the present time, but investigation of the possibilities should continue. Members of either group should be able to relate readily to trainees of their own racial or national background; and, since the problem of trainee acceptance of the center staff is a crucial one, the presence of these instructors and counselors could be most valuable.

There are many encouraging "success" stories concerning graduates of manpower centers. (See figures 22 and 23.)

In some cases these graduates have secured additional training after leaving the center. For others the training available, combined with personal determination, has been sufficient. The center stresses the concept of success as the achieving of a state of employability at any level; but the experience of singularly successful graduates may serve to encourage other trainees.

The manpower center needs the goodwill of the community. Every important aspect of the training program is affected by the reputation of the total operation. Honesty in dealing with both trainee and public is essential. A breakdown in relations between the center and the community will adversely affect recruiting and retention of trainees, cooperation of community agencies, and placement of graduates. Programs intended to aid the disadvantaged should promise no more than they are able to accomplish. The trainee should be promised no more than the program can expect to give him; and the public, particularly the employer, should be able to rely upon the center to make no employment referral above the entry level which the trainee has actually reached.

This emphasis upon entry-level training is the heart of the MDT institutional program. Manpower training is not intended to produce a finished product. It is authorized only to accept the new trainee with all of his handicaps and prepare him for entry-level employment.

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APPENDIXES

Appendix A
Sample Recruitment Flyer
(Issued by Manpower Training Center)

JOB TRAINING
ALBANY MANPOWER TRAINING CENTER

Daily—Monday through Friday

26-WEEK COURSE FOR

FOOD SERVICE

SANITATION	KITCHEN ASSISTANT
KITCHEN EQUIPMENT	PANTRYMAN
SHORT ORDER COOKING	COOK
WAITER	WAITRESS
SALAD MAKER	HOSTESS
COUNTERMAN	CASHIER

COUNTER GIRL

A REVIEW OF BASIC EDUCATION SKILLS
For further information contact the nearest office of the
NEW YORK STATE EMPLOYMENT SERVICE

Appendix B
Sample Orientation Schedule

The orientation of new trainees to the MDT Center consumes the major portion of the first week's activities. Although the trainee is with his instructor for the afternoon, he is involved 3 to 3½ hours Monday through Thursday in exercises and experiences which acquaint him with the Center and the Center with him.

Monday's activities include:

1. Welcome and introduction to staff members (counselor, attendance interviewer, instructor)
2. Discussion re:
   a) What trainees want in life (values)
   b) Life stages (Buehler—Growth, Exploration, Establishment, Maintenance, Decline)
   c) Identification and discussion about the major decisions of life (ones which most people make)
   d) Clarification and discussion of vocational objectives
      (1) Why we work
      (2) What we want in a job
      (3) How we can increase the chance of getting what we want
3. Introduction to MDT Center
   a) Background of MDTA—its purpose and function
   b) Information about areas of training (broad and specific)
   c) Clarification of basic studies aspect (Reading, English, math, speech, high school equivalency)
   d) Clarification of:
      (1) Instructor's role
      (2) Counselor's role
   e) Explanation and interpretation of the first week's program
   f) Standards and regulations pertaining to:
      behavior, attendance, grooming, smoking, breaks, parking, etc.
4. Employment Service—role and functions
   a) Regulations pertaining to allowance
   b) Filling out forms
   c) Outlook of employment opportunities in Monroe County
5. Exploratory functions
   a) Tour of the facilities—(In groups of 6 to 10 trainees, a tour is made of the entire building.)
   b) Trainees introduced to the instructor and the vocational area where the trainee will be functioning.

Each morning the trainee checks in with his instructor and 15 minutes later assembles in specified room for additional activities during orientation week.

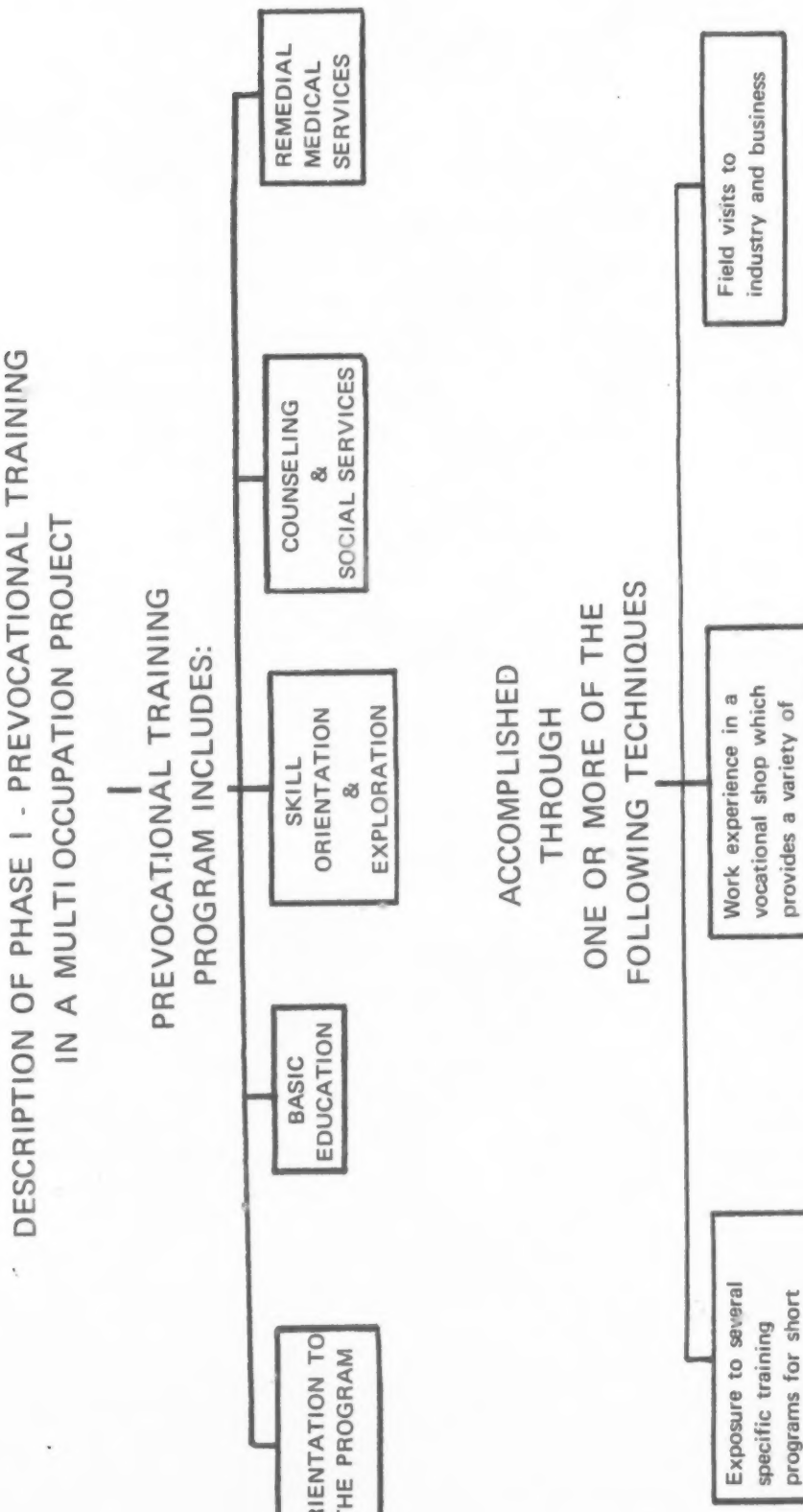
On Tuesday and Wednesday he takes the SRA tests (6–9) Form B—two parts on each day. The results are later used for placement in the basic studies aspect of the MDT program.

At the conclusion of each day, the next day's activities are outlined.

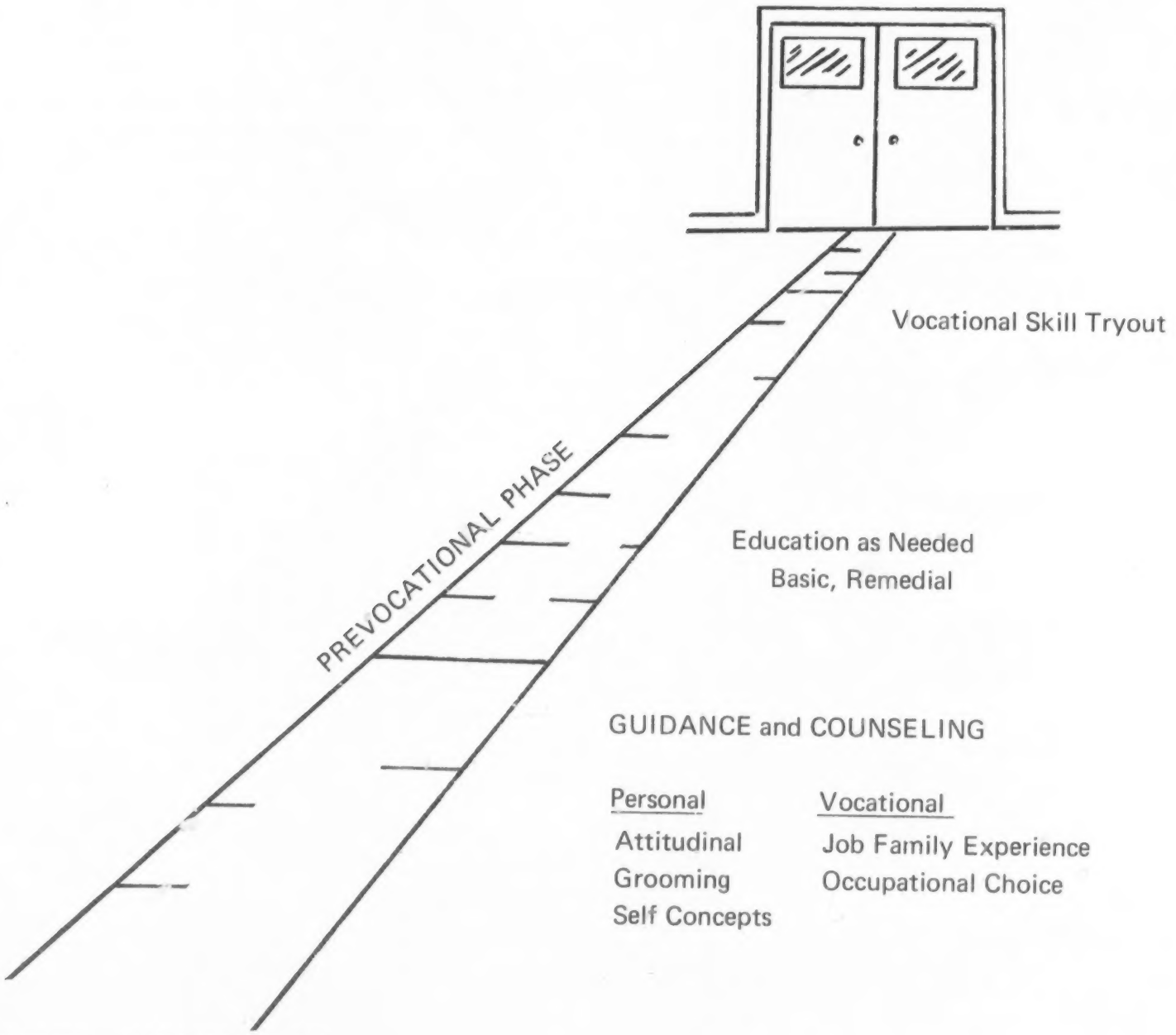
On Thursday the agenda includes:

1. Cornell Survey of Worker Attitudes
2. Viewing and discussing a film dealing with the obtaining and holding of a job
3. Further clarification of the counselor's role and his relationship to each training area
4. Reading and optional completion of the Mooney Problem Check List
5. Discussion of the routine for Friday when the counselor assigned for each area will conduct individual or group trainee sessions.

Appendix C
Organization Charts for Prevocational Phase


DESCRIPTION OF PHASE I - PREVOCATIONAL TRAINING
IN A MULTI OCCUPATION PROJECT
PREVOCATIONAL TRAINING
PROGRAM INCLUDES:
ORIENTATION TO THE PROGRAM
BASIC EDUCATION
SKILL ORIENTATION & EXPLORATION
COUNSELING & SOCIAL SERVICES
REMEDIAL MEDICAL SERVICES
ACCOMPLISHED THROUGH ONE OR MORE OF THE FOLLOWING TECHNIQUES
Exposure to several specific training programs for short training periods
Work experience in a vocational shop which provides a variety of occupational experiences
Field visits to industry and business

THE PREVOCATIONAL PHASE



Appendix D
Information Sheet for New Trainees

WELCOME TO THE MANPOWER DEVELOPMENT TRAINING CENTER

You have been referred by the State Employment Service to learn a trade. For the first few weeks, you will receive instruction in Basic Education and Vocational Orientation. Upon completion of this phase of the program, most of your time will be devoted to Vocational Training.

TRAINING ALLOWANCES

The State Employment Service has determined each individual's training allowance. If you have any questions concerning this allowance, or if you change your name or address, contact the person who referred you to this training right away. All trainees will fill out a form each week to request their training allowance.

CLOTHING

Since the purpose of this institution is to prepare individuals for employment, trainees are required to wear neat and clean clothing while attending classes. This clothing should be similar to that which is worn in a business establishment.

PROGRESS OF TRAINEE

A periodic evaluation will be made of each trainee by his instructors. If a trainee fails to show progress, the training facility has no choice but to drop him from the course. A trainee is expected to attend classes regularly, be interested in the training, and cooperate with the instructors and fellow trainees.

ATTENDANCE

The trainee must maintain regular attendance. Absences fall into two categories, excused and nonexcused. To be excused, evidence such as a doctor's statement, subpoena, etc., must be presented. A nonexcused absence means that the trainee will not receive a training allowance for the day or days not spent in class.

COUNSELING SERVICE

Specially trained counselors are available to assist trainees with educational, vocational, and personal problems. Trainees are free to talk with a counselor at any time.

EMPLOYMENT

Upon successful completion of the program, the trainee will be referred to the State Employment Service where every effort will be made to see that he is placed in a job suitable to his newly acquired vocational skills.

Appendix E
Personal Data Form

NAME Mr. Miss Mrs. _____ PROJECT NUMBER _____
Last First Middle (Maiden)

Soc. Security No. _____

ADDRESS _____ CITY _____ HOME PHONE _____

IN CASE OF EMERGENCY, NOTIFY _____ RELATIONSHIP _____ PHONE ____

DATE OF BIRTH _____ PLACE OF BIRTH _____ AGE ____
(Month Day Year) (City State)

SEX: MALE __ FEMALE __ MARITAL STATUS ____ NO. OF CHILDREN ____ THEIR AGES ___

WHAT GRADES DID YOU FAIL? _____ HOW MANY TIMES? _____

WHAT IS THE LAST FULL GRADE YOU COMPLETED IN SCHOOL? ____ DATE _____

NAME OF LAST SCHOOL ATTENDED _____ LOCATION _____

FAVORITE SUBJECTS IN SCHOOL (1) _____ (2) _____ (3) _____

MOST DISLIKED SUBJECTS (1) _____ (2) _____ (3) _____

IF YOU DID NOT GRADUATE FROM HIGH SCHOOL, WHY DID YOU LEAVE? (EXPLAIN REASONS IN DETAIL) _____

_____

FATHER'S EDUCATION _____ FATHER'S JOB _____

MOTHER'S EDUCATION _____ MOTHER'S JOB _____

IS YOUR HOME: OWNED __ RENTED __ APARTMENT __ OTHER (EXPLAIN) _____

LENGTH OF TIME AT PRESENT ADDRESS _____ LENGTH OF TIME IN DADE COUNTY ____

HOW WILL YOU GET TO SCHOOL? OWN CAR __ BUS __ OTHER (EXPLAIN) _____

DO YOU READ A DAILY NEWSPAPER? EVERY DAY ____ SOMETIMES ____ SELDOM ____

ARE YOU: RIGHT HANDED _____ LEFT HANDED _____

HAVE YOU HAD ANY PHYSICAL OR EMOTIONAL PROBLEMS? _____

DESCRIBE _____

_____

_____

Appendix F
Explanation of First Week Schedule in Chapter IV

1. *All* referees directly from the Employment Service (including indirect referrals from the Neighborhood Youth Corps, Bureau of Apprenticeship and Training, Vocational Rehabilitation, Department of Welfare, and other agencies) are enrolled in the prevocational program.
2. *All* referees come to the Multi Skills Center unassigned to a job training area.
3. Trainees are in the prevocational exploratory program for the time required to make a decision regarding their job training choice. This choice may be made the day after entering the Multiskills Center. Even though prevocational programs are funded for varying periods, a trainee is permitted ample time to make his occupational choice.
4. Hands on occupational exploration experiences are under the supervision of an assistant instructor to insure personalized instruction and flexibility in scheduling.
5. Hands on occupational exploration experiences are realistic, but unstructured. Skill training is secondary at this level.
6. The purpose of the beginning prevocational basic education program is to determine the educational level of the trainee in the various literacy courses.
7. The purpose of the beginning prevocational job training experience is to help the trainee determine his occupational choice. Of equal importance is the purpose of informing the student of his potential aptitude and ability to perform at various entry-level skills within the job area being explored.
8. The trainee is assisted in making his occupational choice by the Multi Skill Center team. (The team is comprised of all staff who have come in contact with the trainee.)
9. In order to insure maximum utilization of instructional staff, schedules are arranged in an alternating pattern between prevocational basic education and occupational skill training.
10. From a general education standpoint, prevocational exploratory programs offer the added advantage of supplying trainees with an understanding of a number of occupational skills, either directly or indirectly.

AUTOMOTIVE SERVICE-BROAD

Major Units	Clock Hours	Specific Job Skills to be Developed	Instructional Materials, Teaching Aids, New Equipment	Evaluation of Progress and Achievement (Indicate nature of tests to be used)
Overview	12	Nature of exploratory cycle Present and future status of automotive service Employment outlook Shop rules and procedures Safety and first aid Apprenticeship Allied fields of work	*Occupational Outlook Handbook* *Dictionary of Occupational Titles* N.Y.S.E.S. representatives Employer representatives First-aid handbook Film	Group discussion
Qualifications 1. Service station attend. 2. Auto mech. 3. Auto body repairman	6	Physical, psychological, and academic demands of the work	Outline guide for study of occupations *Differential Aptitudes Tests* Job analysis guides	Group discussion Individual counseling
Description, care, use of tools and equipment	6	Types and sizes of bolts, nuts, and screws Small hand tools Power tools Heavy equipment Car lift and jacks Air compressor Oxygen-acetylene torch	Assorted bolts, nuts and screws Socket wrench sets Hand sander Damage dozer Frame machine Frame gauges *ABC's of Small Tools*	Written quiz Visual identification Practical demonstrations
Basic experiences in auto body repair	60	Welding and brazing Improving function of doors, windows, locks, and hinges Small dent straightening Preparation for paint	Transportation Service manuals Manufacturer's specification charts Expendable materials	Class discussion Practical demonstrations Oral and written quizzes

Appendix H
Anecdotal Record Form

NAME OF TRAINEE _____

PROJECT _____ PROJECT NO. _____ SECTION _____

DATE ENROLLED _____

DATE	Comments, Trends, Discrepancies, Observations	REPORTED BY

Appendix I
Sample Trainee Progress Forms

TRAINEE PROGRESS AND EVALUATION FORM (Prevocational Phase)

Trainee's Name _____ Soc. Security No. _____

Project No. _____ Prevocational Course _____

Prevocational Training Began _____ Date Evaluation Made _____

Instructor _____

PERSONALITY FACTORS	Unsatisfactory	Below Avg.	Avg.	Above Avg.	Outstanding
Personal Appearance					
Regularity of Attendance					
Punctuality					
Self Control					
Cooperativeness					
Dependability					
Industry					
Adaptability					
Reaction to Criticism					
Initiative					
WORK HABITS					
Interest in Vocational Area					
Follows Instructions					
Participation in Assignments					
Completion of Assignments					
Quantity of Work					
Quality of Work					

Do you feel this trainee has the potential for Vocational Training Phase? _____

Instructor's Comments _____

_____

PREVOCATIONAL ENROLLEE PROFILE SHEET

NAME _____

PROJECT NO. _____

AGE: _____ DRIVER'S LICENSE NO. _____

SOC. SECURITY NO. _____

	EXCELLENT	GOOD	FAIR	POOR
MANUAL DEXTERITY				
READING				
WRITING				
SPEAKING: ENGLISH				
SPANISH				
READING COMPREHENSION				
MATHEMATICS				
ATTITUDE				
MOTIVATION				

SKILL EXPOSURE:

- ☐ BAKER
- ☐ CLERICAL SKILLS
- ☐ COOKING
- ☐ DRAFTING
- ☐ BUILDING SERVICES
- ☐ DUPLICATING MACHINES
- ☐ BUILDING MAINTENANCE
- ☐ ELECTRICAL APPLIANCE
- ☐ GRINDER I.D. & O.D.
- ☐ JEWELRY ASSEMBLER
- ☐ LANDSCAPING
- ☐ NURSE'S AIDE
- ☐ MEDICAL SECRETARY
- ☐ RADIO & TV REPAIR
- ☐ MACHINE SHOP
- ☐ SALES PERSON
- ☐ SHOE REPAIR
- ☐ WELDING
- ☐ UPHOLSTERY
- ☐ TAILORING

Previous Experience if Applicable _____

Occupational Interest _____

_____

Additional Information: _____

_____

Appendix J
Representative Community Agencies Which May Offer Help With Trainee Problems

Employment Problems
- Management Council
- Joint Apprenticeship Committee
- Youth Opportunity Center
- Department of Vocational Rehabilitation

Family Problems
- Association for Retarded Children
- American Red Cross
- Settlement Houses
- Catholic Family Charities
- Family Service Bureau
- Salvation Army
- Child Welfare
- Society for Prevention of Cruelty to Children
- Jewish Family Service
- Neighborhood Service Center
- Housing Authority
- Child Guidance Clinic
- Family Planning or Planned Parenthood
- Day Care Center
- Youth Opportunity Center
- Urban League
- Optimist Club

Health Problems
- County Department of Health
- Visiting Nurse Service
- Department of Vocational Rehabilitation
- Hospitals
- Veterans Administration
- Neighborhood Health Center
- Lions Club
- Mental Health Clinic
- Optimist Club

Legal Problems
- Family Court
- Legal Aid Society
- Indigents Defense Council

Personal Problems
- Rehabilitation Center
- Alcoholics Anonymous
- Department of Vocational Rehabilitation
- Salvation Army
- Veterans Administration
- Commission for Human Rights
- Travelers Aid Society
- Mental Health Clinic
- Youth Opportunity Center

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